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ABSTRACT

During the New York hearings, testimony pertinent to the bills was presented by such speakers as Hon. Herman Badillo, Representative in Congress from New York State, and Dr. Ewald Nyquist, New York State Commissioner of Education. Such documents as "An abstract of a three-year longitudinal study to assess the fifteenth point plan," "An article entitled Education Revenue Sharing," and "A statement of policy and recommendations on Integration and the Schools, January 1968," were submitted by Dr. Nyquist. Statements by Mrs. Blanche Lewis, President, United Parents Association, New York City, Dr. Felton Lewis, Deputy Superintendent, School District 12, Bronx, N.Y., Alfredo Mathew, Jr., Community Superintendent, School District No. 3, New York City, and others were also heard. During the Boston hearings, testimony was made by Dr. Neil Sullivan, Commissioner of Education, State of Massachusetts, Charles Glenn, Director of the Equal Educational Auxiliary Division, State Department of Education, Massachusetts, on a plan for the complete desegregation of the Boston secondary schools, William Ohrenberger, Boston Superintendent of Schools, and others. Andrew Neal, Chief of Division of Vocational-Technical Education, New Hampshire presented testimony and such documents as New Hampshire high school enrollments in vocational education 1945-70, New Hampshire investment in vocational education, 1945-70, and other charts. (JM)

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NEEDS OF ELEMENTARY AND SECONDARY EDUCATION FOR THE SEVENTIES—1971

ED057149

HEARINGS

BEFORE THE

GENERAL SUBCOMMITTEE ON EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

NINETY-SECOND CONGRESS

FIRST SESSION

ON

H.R. 2266, H.R. 4847, H.R. 6179, H.R. 6247, H.R. 7212, H.R. 7429, and S. 1557

BILLS TO PROVIDE FOR THE NEEDS OF ELEMENTARY AND SECONDARY EDUCATION FOR THE SEVENTIES

HEARINGS HELD IN NEW YORK, N.Y., MAY 21, 1971, AND BOSTON, MASS., JUNE 4, 1971

Printed for the use of the Committee on Education and Labor
Carl D. Perkins, *Chairman*

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NEEDS OF ELEMENTARY AND SECONDARY EDUCATION FOR THE SEVENTIES—1971

FRIDAY, MAY 21, 1971

House of Representatives,
General Subcommittee on Education
of the Committee on Education and Labor,
New York, N.Y.

The General Subcommittee on Education convened at 9:25 a.m., pursuant to notice in room 2705, 26 Federal Plaza, New York City, Hon. Roman C. Pucinski (chairman of the subcommittee) presiding.

Present: Representatives Pucinski, Chisholm, Veysey, Badillo, Biaggi and Hicks.

Staff members present: John Jennings, counsel; Charles Radcliffe, minority counsel for education; Alexandra J. Kisla, clerk, and Thomas J. Gerber, assistant clerk.

Mr. Pucinski. The committee will come to order.

The General Subcommittee on Education is beginning today a series of broad hearings on elementary and secondary education. These hearings will take us into many areas of the country and will focus primarily on four major challenges confronting our elementary and secondary schools: school integration, juvenile delinquency, career education, and general school financing.

The subcommittee has long felt a need to hold general hearings throughout the country in order to receive directly the counsel of the people who are most intimately involved in education: the administrators, the teachers, the parents, and the students.

We are starting these hearings in New York City because in its diversity and immensity it probably best exemplifies most of the major problems confronting education today. We especially wanted to start in New York because the good part of our focus of our first hearing will be on school integration, which means mostly the integration of blacks and Spanish-surnamed Americans.

And since New York City has the greatest number of Blacks of any city in the United States (1,700,000 which make up 21 percent of the city's population) and since almost two-thirds of the Puerto Rican families in the United States make New York City their home, it is only proper to begin our consideration there.

The school integration bills which the subcommittee will be receiving testimony on today are the following: H.R. 2266, the administration's version of the Emergency School Aid Act; H.R. 4847, Congressman Augustus Hawkins' version of the same Act; H.R. 4847, Con- Senate passed Emergency School Aid and Quality Integrated Education Act; and finally H.R. 7212, Congressman Herman Badillo's Urban Education Improvement Act.

(The documents referred to follow:)

92D CONGRESS
1ST SESSION

H. R. 2266

IN THE HOUSE OF REPRESENTATIVES

JANUARY 26, 1971

Mr. BELL (for himself and Mr. HAWKINS) introduced the following bill; which was referred to the Committee on Education and Labor

---

A BILL

To assist school districts to meet special problems incident to desegregation, and to the elimination, reduction, or prevention of racial isolation, in elementary and secondary schools, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Emergency School Aid Act of 1971".

PURPOSE

SEC. 2. The purpose of this Act is to provide financial assistance—

(a) to meet the special needs incident to the elimination of racial segregation and discrimination among students and faculty in elementary and secondary schools, and

(b) to encourage the voluntary elimination, reduction, or prevention of racial isolation in elementary and secondary schools with substantial proportions of minority group students.

APPROPRIATIONS

SEC. 3. (a) There are authorized to be appropriated for carrying out this Act not in excess of $500,000,000 for the fiscal year ending June 30, 1971, and not in excess of $1,000,000,000 for the succeeding fiscal year.

(b) Funds so appropriated shall remain available for obligation for one fiscal year beyond that for which they are appropriated.

ALLOTMENTS AMONG STATES

SEC. 4. (a) From the sums appropriated pursuant to section 3 for carrying out this Act for any fiscal year, the Secretary shall allot an amount equal to 80 per centum among the States by allotting to each State $100,000 plus an amount which bears the same ratio to the balance of such 80 per centum of such sums as the aggregate number of children enrolled in schools in the State who are Negroes, American Indians, Spanish-surnamed Americans, or members of other racial minority groups as determined by the Secretary, bears to the number of such children in all of the States. The remainder of such sums may be expended by the Secretary as he may find necessary or appropriate (but only for activities described in section 6 and in accordance with the other provisions of this Act) for grants or contracts to carry out the purpose of this Act. The number of such children in each State and in all of the States shall be determined by the Secretary on the basis of the most recent available data satisfactory to him.

(b) (1) The amount by which any allotment to a State for a fiscal year under subsection (a) exceeds the amount which the Secretary determines will be required for such fiscal year for programs or projects within such State shall be available for reallotment to other States in proportion to the original allotments to such States under subsection (a) for that year but with such proportionate amount for any such other States being reduced to the extent it exceeds the sum the Secretary estimates such State needs and will be able to use for such year; and the total of such reductions shall be similarly reallotted among the States whose proportionate amounts were not so reduced. Any amounts reallotted to a State under this subsection during a fiscal year shall be deemed part of its allotment under subsection (a) for such year.

(2) In order to afford ample opportunity for all eligible applicants in a State to submit applications for assistance under this Act, the Secretary shall not fix a date for reallotment, pursuant to this subsection, of any portion of any allotment to a State for a fiscal year which date is earlier than sixty days prior to the end of such fiscal year.

(3) Notwithstanding the provisions of paragraph (1) of this subsection, no portion of any allotment to a State for a fiscal year shall be available for reallotment pursuant to this subsection unless the Secretary determines that the applications for assistance under this Act which have been filed by eligible applicants in that State for which a portion of such allotment has not been reserved (but which would necessitate use of that portion) are applications which do not meet the requirements of this Act, as set forth in sections 6, 7, and 8, or which set forth programs or projects of such insufficient promise for achieving the purpose of this Act that their approval is not warranted.

ELIGIBILITY FOR FINANCIAL ASSISTANCE

SEC. 5. (a) The Secretary shall provide financial assistance by grant upon application therefor approved in accordance with section 7 to a local educational agency—

(1) which is implementing a plan—

(A) which has been undertaken pursuant to a final order issued by a court of the United States, or a court of any State, and which requires the desegregation of racially segregated students or faculty in the elementary and secondary schools of such agency, or otherwise requires the elimination or reduction of racial isolation in such schools; or

(B) which has been approved by the Secretary as adequate under title VI of the Civil Rights Act of 1964 for the desegregation of racially segregated students or faculty in such schools;

(2) which, without having been required to do so, has adopted and is implementing, or will, if assistance is made available to it under this Act, adopt and implement, a plan for the complete elimination of racial isolation in all the racially isolated schools in the school district of such agency; or

(3) which has adopted and is implementing, or will, if assistance is made available to it under this Act, adopt and implement, a plan—

(A) to eliminate or reduce racial isolation in one or more of the racially isolated schools in the school district of such agency,

(B) to reduce the total number of Negro, American Indian, of Spanish-surnamed American children, or children of other racial minority groups as determined by the Secretary, who are in racially isolated schools in such district,

(C) to prevent racial isolation reasonably likely to occur (in the absence of assistance under this Act) in any school in such district in which school at least 10 per centum, but not more than 50 per centum, of the enrollment consists of such children, or

(D) to enroll and educate in schools which are not racially isolated, Negro, American Indian, or Spanish-surnamed American children, or children of other racial minority groups as determined by the Secretary, who would not otherwise be eligible for enrollment because of nonresidence in the school district of such agency, where such enrollment would make a significant contribution toward reducing racial isolation.

(b) In cases in which the Secretary finds that it would effectively carry out the purpose of this Act, he may assist by grant or contract any public or private nonprofit agency, institution, or organization (other than a local educational agency) to carry out programs or projects designed to support the development or implementation of a plan described in subsection (a).

AUTHORIZED ACTIVITIES

SEC. 6. Financial assistance under this Act shall be available for programs or projects which would not otherwise be funded and which involve activities designed to carry out the purpose of this Act, including—

(1) remedial and other services to meet the special needs of children (including gifted and talented children) in schools which are affected by a plan described in section 5 or a program described in section 9 (b), when such services are deemed necessary to the success of such plan or program;

(2) the provision of additional professional or other staff members (including staff members specially trained in problems incident to desegregation or the elimination, reduction, or prevention of racial isolation) and the training and retraining of staff for such schools;

(3) comprehensive guidance, counseling, and other personal services for such children;

(4) development and employment of new instructional techniques and materials designed to meet the needs of such children;

(5) innovative interracial educational programs or projects involving the joint participation of Negro, American Indian, or Spanish-surnamed American chil-

dren, or children of other racial minority groups as determined by the Secretary, and other children attending different schools, including extracurricular activities and cooperative exchanges or other arrangements between schools within the same or different school districts;

(6) repair or minor remodeling or alteration of existing school facilities (including the acquisition, installation, modernization, or replacement of equipment) and the lease or purchase of mobile classroom units or other mobile educational facilities;

(7) the provision of transportation services for students, except that, funds appropriated under the authority of this Act shall not be used to establish or maintain the transportation of students to achieve racial balance, unless funds are voluntarily requested for that purpose by the local educational agency;

(8) community activities, including public education efforts, in support of a plan described in section 5 or a program described in section 9 (b);

(9) special administrative activities, such as the rescheduling of students or teachers, or the provision of information to parents and other members of the general public, incident to the implementation of a plan

described in section 5 or a program described in section 9(b);

(10) planning and evaluation activities; and

(11) other specially designed programs or projects which meet the purpose of this Act.

CRITERIA FOR APPROVAL

SEC. 7. (a) In approving applications submitted under this Act (except for those submitted under section 9(b)), the Secretary shall only apply the following criteria:

(1) the need for assistance, taking into account such factors as—

(A) the extent of racial isolation (including the number of racially isolated children and the relative concentration of such children) in the school district to be served as compared to other school districts in the State,

(B) the financial need of such school district as compared to other school districts in the State,

(C) the expense and difficulty of effectively carrying out a plan described in section 5 in such school district as compared to other school districts in the State, and

(D) the degree to which measurable deficiencies in the quality of public education afforded in such school district exceed those of other school districts within the State;

(2) the degree to which the plan described in section 5, and the program or project to be assisted, are likely to effect a decrease in racial isolation in racially isolated schools, or in the case of applications submitted under section 5 (a) (3) (C), the degree to which the plan described in section 5, and the program or project, are likely to prevent racial isolation from occurring or increasing (in the absence of assistance under this Act);

(3) the degree to which the plan described in section 5 is sufficiently comprehensive to offer reasonable assurance that it will achieve the purpose of this Act;

(4) the degree to which the program or project to be assisted affords promise of achieving the purpose of this Act;

(5) that (except in the case of an application submitted under section 9 (a)) the amount necessary to carry out effectively the program or project does not exceed the amount available for assistance in the State under this Act in relation to the other applications from the State pending before him; and

(6) the degree to which the plan described in section 5 involves to the fullest extent practicable the total educational resources, both public and private, of the community to be served.

(b) The Secretary shall not give less favorable consideration to the application of a local educational agency which has voluntarily adopted a plan qualified for assistance under this Act (due only to the voluntary nature of the action) than to the application of a local educational agency which has been legally required to adopt such a plan.

ASSURANCES

SEC. 8. (a) An application submitted for approval under section 7 shall contain such information as the Secretary may prescribe and shall contain assurances that—

(1) the appropriate State educational agency has been given reasonable opportunity to offer recommendations to the applicant and to submit comments to the Secretary;

(2) in the case of an application by a local educational agency, to the extent consistent with the number of children, teachers, and other educational staffs in the school district of such agency enrolled or employed in private nonprofit elementary and secondary schools whose participation would assist in achieving the pur-

pose of this Act, such agency (after consultation with the appropriate private school officials) has made provisions for their participation on an equitable basis;

(3) the applicant has adopted effective procedures, including provisions for such objective measurements of educational and other change to be effected by this Act as the Secretary may require, for the continuing evaluation of programs or projects under this Act, including their effectiveness in achieving clearly stated program goals, their impact on related programs or projects and upon the community served, and their structure and mechanisms for the delivery of services, and including, where appropriate, comparisons with proper control groups composed of persons who have not participated in such programs or projects;

(4) in the case of an application by a local educational agency, the applicant (A) has not, subsequent to the commencement of its 1969–1970 school year, unlawfully donated, leased, sold, or otherwise disposed of real or personal property or services to a nonpublic elementary or secondary school or school system practicing discrimination on the basis of race, color, or national origin, or has rescinded such transaction (or received consideration in lieu thereof) in accordance with regulations of the Secretary; (B) has not unlaw-

fully donated, leased, sold, or otherwise disposed of real or personal property or services to such a nonpublic school or school system where such transaction has produced a substantial decrease in the assets available for public education in the school district of such agency, or has rescinded such transaction (or received consideration in lieu thereof) in accordance with regulations of the Secretary; and (C) will not donate, lease, sell, or otherwise dispose of real or personal property or services to any such nonpublic school or school system;

(5) in the case of an application by a local educational agency, the applicant has not reduced its fiscal effort for the provision of free public education for children in attendance at the schools of such agency for the fiscal year for which assistance is sought under this Act to less than that of the second preceding fiscal year;

(6) the applicant is not reasonably able to provide, out of non-Federal sources, the assistance for which the application is made;

(7) the applicant will provide such other information as the Secretary may require to carry out the purpose of this Act;

(8) in the case of an application by a local educational agency, the plan with respect to which such agency is seeking assistance (as specified in section

5(a)(1)) does not involve freedom of choice as a means of desegregation, unless the Secretary determines that freedom of choice has achieved, or will achieve, the complete elimination of a dual school system in the school district of such agency;

(9) the current expenditure per pupil (as defined in section 11(a)) which such agency makes from revenues derived from its local sources for the academic year for which assistance under this Act will be made available to such agency is not less than the current expenditure per pupil which such agency made from such revenues for (A) the academic year preceding the academic year during which the implementation of a plan described in section 5 was commenced, or (B) the third academic year preceding the academic year for which such assistance will be made available, whichever is later;

(10) staff members of the applicant who work directly with children, and professional staff of such applicant who are employed on the administrative level, will be hired, assigned, promoted, paid, demoted, dismissed or otherwise treated without regard to their membership in a minority group, except that no assignment pursuant to a court order or a plan approved under title VI of the

Civil Rights Act of 1964 will be considered as being in violation of this subsection;

(11) for each academic year for which assistance is made available to the applicant under this Act, it has taken or is in the process of taking all practicable steps to avail itself of all assistance for which it is determined to be eligible under any program administered by the Commissioner of Education; and

(12) no practices or procedures, including testing, will be employed by the applicant in the assignment of children to classes, or otherwise in carrying out curricular or extracurricular activities, within the schools of such applicant in such a manner as (A) to result in the discriminatory isolation of Negro, American Indian, Spanish-surnamed American children, or children who are members of other racial minority groups as determined by the Secretary, in such classes or with respect to such activities, or (B) to discriminate against such children on the basis of their being members of any such minority group.

(b) The Secretary shall not finally disapprove in whole or in part any application for funds submitted by a local educational agency eligible under section 5 without first notifying the local educational agency of the specific reasons for his disapproval as contained in section 7 and subsection (a) above and without affording the agency a reasonable time to modify its application.

(c) The Secretary may, from time to time, set dates by which applications shall be filed.

(d) In the case of an application by a combination of local educational agencies for jointly carrying out a program or project under this Act, at least one such agency shall be an agency described in section 5(a) or section 9 and any one or more such agencies joining in such application may be authorized to administer such program or project.

SPECIAL PROGRAMS

SEC. 9. (a) From the ufnds available to him under the second sentence of section 4(a) the Secretary is authorized to make grants to eligible local educational agencies to carry out model or demonstration programs related to the purpose of this Act if in the Secretary's judgment these programs make a special contribution to the development of methods, techniques, or programs designed to eliminate racial segregation or to eliminate, reduce, or prevent racial isolation in elementary and secondary schools.

(b) From the funds available to him under the second sentence of section 4(a) the Secretary is also authorized to make grants to local educational agencies to carry out programs for children who are from environments where the dominant language is other than English (such as French-speaking and Oriental children) and who, (1) as a result of limited English-speaking ability, are educationally deprived, (2) have needs similar to other children participating in programs or projects assisted under this Act, and (3) attend a school in which they constitute more than 50 per centum of the enrollment.

PAYMENTS

SEC. 10. (a) Upon his approval of an application for assistance under this Act, the Secretary shall reserve from the applicable allotment (including any applicable reallotment) available therefor the amount fixed for such application.

(b) The Secretary shall pay to the applicant such reserved amount, in advance or by way of reimbursement, and in such installments consistent with established practice, as he may determine.

(c) (1) In the case of an application to be funded under the first sentence of section 4 (a) which is submitted by a local educational agency which is located in a State in which no State agency is authorized by law to provide, or in the case in which there is a substantial failure by a local educational agency approved for a program or project under this Act to provide, for effective participation on an equitable basis in programs or projects authorized under this

Act by children enrolled in, or by teachers or other educational staff of, any one or more private nonprofit elementary or secondary schools located in the school district of such agency, the Secretary shall arrange for the provision, on an equitable basis, of such programs or projects and shall pay the costs thereof for any fiscal year out of that State's allotment. The Secretary may arrange for such programs through contracts with institutions of higher education, or other competent nonprofit institutions or organizations.

(2) In determining the amount to be withheld from any State's allotment for the provision of such programs or projects, the Secretary shall take into account the number of children and teachers and other educational staff who are excluded from participation therein, and who, except for such exclusion, might reasonably have been expected to participate.

(d) After making a grant or contract under this Act, the Secretary shall notify the appropriate State educational agency of the name of the approved applicant and of the amount approved.

(e) The amount of financial assistance to a local educational agency under this Act may not exceed those net additional costs which are determined by the Secretary, in accordance with regulations prescribed by him, to be the result of the implementation of a plan under section 5(a).

DEFINITIONS

SEC. 11. As used in this Act, except when otherwise specified—

(a) The term "current expenditure per pupil" for a local educational agency means (1) the expenditures for free public education, including expenditures for administration, instruction, attendance and health services, pupil transportation services, operation and maintenance of plant, fixed charges, and net expenditures to cover deficits for food services and student body activities, but not including expenditures for community services, capital outlay, and debt service, or any expenditures made from funds granted under such Federal program of assistance as the Secretary may prescribe, divided by (2) the number of children in average daily attendance to whom such agency provided free public education during the year for which the computation is made.

(b) The term "equipment" includes machinery, utilities, and built-in equipment and any necessary enclosures or structures to house them, and includes all other items necessary for the provision of education services, such as instructional equipment and necessary furniture, printed, published. and audiovisual instructional materials, and other related material.

(c) The term "gifted and talented children" means, in accordance with objective criteria prescribed by the Secretary, children who have outstanding intellectual ability or creative talent.

(d) The term "local educational agency" means a public board of education or other public authority legally constituted within a State for either administrative control, or direction, of public elementary or secondary schools in a city, county, township, school district, or other political subdivision of a State, or such combination of school districts or counties as are recognized in a State as an administrative agency for its public elementary or secondary schools, or a combination of local educational agencies; and includes any other public institution or agency having administrative control and direction of a public elementary or secondary school; and where responsibility for the control and direction of the activities in such schools which are to be assisted under this Act is vested in an agency subordinate to such a board or other authority, the Secretary may consider such subordinate agency as a local educational agency for purpose of this Act.

(e) The term "nonprofit" as applied to an agency, organization, or institution means an agency, organization, or institution owned or operated by one or more nonprofit corporations or associations no part of the net earnings of which inures, or may lawfully inure, to the benefit of any private shareholder or individual.

(f) The terms "racially isolated school" and "racial isolation" in reference to a school mean a school and condition, respectively, in which Negro, American Indian, or Spanish-surnamed American children, or children who are members of other racial minority groups as determined by the Secretary, constitute more than 50 per centum of the enrollment of a school.

(g) The terms "elementary and secondary school" and "school" mean a school which provides elementary or secondary education, as determined under State law, except that it does not include any education provided beyond grade 12.

(h) The term "Secretary" means the Secretary of Health, Education, and Welfare.

(j) The term "State educational agency" means the the District of Columbia.

(j) The term "State" means one of the fifty States or State board of education or other agency or officer primarily responsible for the State supervision of public elementary and secondary schools, or, if there is no such officer or agency, an officer or agency designated by the Governor or by State law for this purpose.

EVALUATION

SEC. 12. Such portion as the Secretary may determine, but not more than 1 per centum, of any appropriation under this Act for any fiscal year shall be available to him for evaluation (directly or by grants or contracts) of the programs and projects authorized by this Act, and in the case of allotments from any such appropriation, the amount available for allotment shall be reduced accordingly.

JOINT FUNDING

SEC. 13. Pursuant to regulations prescribed by the President, where funds are advanced by the Department of Health, Education, and Welfare and one or more other Federal agencies for any project or activity funded in whole or in part under this Act, any one Federal agency may be designated to act for all in administering the funds advanced. In such cases, any such agency may waive any technical grant or contract requirement (as defined by regulations) which is inconsistent with the similar requirements of the administering agency or which the administering agency does not impose.

NATIONAL ADVISORY COUNCIL

SEC. 14. The President shall appoint a National Advisory Council on the Education of Racially Isolated Children, consisting of twelve members, for the purpose of reviewing the administration and operation of this Act and making recommendations for the improvement of this Act and its administration and operation and for increasing the effectiveness of programs or projects carried out pursuant to this Act.

REPORTS

SEC. 15. The Secretary shall include in his annual report to the Congress a full report as to the administration of this Act and the effectiveness of programs or projects thereunder.

GENERAL PROVISIONS

SEC. 16. (a) The provision of parts B and C of the General Education Provisions Act (title IV of Public Law 247 (Ninetieth Congress) as amended by title IV of Public Law 230 (Ninety-first Congress)) shall apply to the program of Federal assistance authorized under this Act as if such program were an applicable program under such General Education Provisions Act, and the Secretary shall have the authority vested in the Commissioner of Education by such parts with respect to such program.

(b) Section 422 of such General Education Provisions Act is amended by inserting "the Emergency School Aid Act of 1971;" after "the International Education Act of 1966;".

92D CONGRESS
1ST SESSION

H. R. 4847

IN THE HOUSE OF REPRESENTATIVES

FEBRUARY 23, 1971

Mr. HAWKINS (for himself and Mr. REID of New York) introduced the following bill; which was referred to the Committee on Education and Labor

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A BILL

To provide financial assistance for the establishment and maintenance of stable, quality, integrated education in elementary and secondary schools to assist school districts to overcome the adverse educational effects of minority group isolation, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Quality Integrated Education Act of 1971".

FINDINGS AND PURPOSE

SEC. 2. (a) The Congress hereby finds that the segregation of schoolchildren by race, color, or national origin, whatever its cause or origin, is detrimental to all children and deprives them of equality of educational opportunity; that conditions of such segregation exist throughout the Nation, and, as a result, substantial numbers of children are suffering educational deprivation; and that the process of establishing and maintaining stable, quality, integrated schools improves the quality of education for all children and often involves the expenditure of additional funds to which local educational agencies do not have access.

(b) It is the purpose of this Act (1) to provide financial assistance to encourage the establishment and maintenance of stable, quality, integrated schools throughout the Nation, serving students from all backgrounds, which derive full advantage from the enriched educational opportunities provided by the education of children from diverse backgrounds in an environment sensitive to the potential contribution of each child to the education of all, through the utilization of modern educational methods, practices, and techniques, including, where appropriate, programs of integrated bilingual, bicultural education, and (2) to aid schoolchildren to overcome the educational disadvantages of minority group isolation.

APPROPRIATIONS

SEC. 3. (a) The Commissioner, shall, in accordance with the provisions of this Act, carry out a program designed to achieve the purposes set forth in section 2 (b). There are authorized to be appropriated to the Commissioner, for the purpose of carrying out this Act, $500,000,000 for the period beginning with the enactment of this Act and ending June 30, 1972, and $1,000,000,000 for the fiscal year ending June 30, 1973. Funds so appropriated shall remain available for obligation and expenditure during the fiscal year succeeding the fiscal year for which they are appropriated, except that funds reserved under paragraph (1) of subsection (b) shall remain available until expended. Funds so appropriated shall be available for grants and contracts under this Act only to the extent that the sums appropriated to the Office of Education for any fiscal year exceed the sums appropriated to the Office of Education for the next preceding fiscal year, except that sums appropriated pursuant to this Act shall not be considered in determining the sums appropriated to the Office of Education for any such next preceding fiscal year.

(b) (1) From the sums appropriated pursuant to subsection (a), the Commissioner shall reserve—

(A) not less than 10 per centum of each of the amounts authorized to be appropriated pursuant to such subsection for the purposes of section 8;

(B) not less than 5 per centum of each of the amounts authorized to be appropriated pursuant to such subsection for the purposes of section 10;

(C) not less than 3 per centum of each of the amounts authorized to be appropriated pursuant to such subsection for the purposes of section 11.

(2) If the total amount of the sums appropriated pursuant to subsection (a) for any fiscal year does not constitute at least four times the aggregate of the amounts specified for reservation pursuant to paragraph (1) for that fiscal year, each of the amounts so specified for that fiscal year shall be ratably reduced until the aggregate of the amounts reserved under paragraph (1) does not exceed one-fourth of an amount equal to the sums so appropriated.

(3) Of the sums appropriated pursuant to subsection (a), the Commissioner is authorized to reserve an amount, not in excess of an amount equal to 10 per centum of such sums, for the purposes of section 7 (a).

(4) Of the sums appropriated pursuant to subsection (a), the Commissioner shall reserve 10 per centum for grants by him to local educational agencies making applications under section 5 (a) (2).

APPORTIONMENT AMONG STATES

SEC. 4. (a) (1) From the sums appropriated pursuant to section 3 (a) which are not reserved under section 3 (b) for any fiscal year, the Commissioner shall apportion to each State for grants within that State an amount which bears the same ratio to such sums as the number of minority group children enrolled in public schools in that State bears to the number of such children in all the States, except that the amount apportioned to any State shall not be less than $100,000.

(2) Of the amount apportioned to each State under paragraph (1), the Commissioner shall reserve not less than one-sixth but not more than one-fourth for grants to local educational agencies in that State pursuant to section 5(b).

(3) Of the amount apportioned to each State under paragraph (1) the Commissioner shall reserve not less than 10 per centum for grants in that State pursuant to section 7(b).

(b) The amount of any State's apportionment under subsection (a) which exceeds the amount which the Commissioner determines, in accordance with criteria established by regulation, will be required during the period for which the apportionment is available for programs and projects within such State, shall be available for reapportionment from time to time, on such dates during such period as the Commissioner shall fix by regulation, to other States in proportion to the original apportionments to such States under subsection (a). If the Commissioner determines, in accordance with criteria established by regulation, that the amount which would be reapportioned to a State under the first sentence of this subsection exceeds the amount which will be required during the period of the apportionment for programs and projects within such State, the amount of such State's reapportionment shall be reduced to the extent of such excess, and the total amount of any reductions pursuant to this sentence shall be available for reapportionment under the first sentence of this subsection. Any amount reapportioned to a State under this subsection during the period of any apportionment shall be deemed a part of its apportionment for that period; and any amount reserved pursuant to paragraph (2) of subsection (a) and reapportioned under this subsection shall be used solely for the purposes for which it was originally reserved.

ELIGIBILITY FOR ASSISTANCE

SEC. 5. (a) (1) The Commissioner is authorized to make a grant to, or a contract with, a local educational agency only if, in accordance with criteria established by regulation, he determines—

(A) that the local educational agency has adopted a plan for the establishment or maintenance of one or more stable, quality, integrated schools; and

(B) that the number of minority group children in attendance at the schools of such agency is (i) at least one thousand and at least 20 per centum of the number of all children in attendance at such schools, or (ii) at least three thousand and at least 10 per centum of the number of all children in attendance at such schools.

(2) Notwithstanding the provisions of clause (B) of paragraph (1), the Commissioner is authorized to make grants, in accordance with special eligibility criteria established by regulation for the purposes of this paragraph, to a local educational agency which does not meet the requirements of such clause (B), where such local educational agency is located within, or adjacent to, a Standard Metropolitan Statistical Area and makes joint arrangements with an additional local educational agency, located within the Standard Metropolitan Statistical Area and containing a substantial proportion of minority group students, for the establishment and maintenance of one or more stable, quality integrated schools. For the purposes of this subsection, an integrated school shall be a school with a student body containing a substantial proportion of children from educationally advantaged backgrounds in which the proportions of minority group students are at least 50 per centum of the proportions of minority group students enrolled in all schools of the local educational agencies within the Standard Metropolitan Statistical Area, and a faculty and administrative staff with substantial representation of minority group persons.

(b) The Commissioner is authorized to make grants to, or contracts with, local educational agencies for unusually promising pilot programs or projects designed to overcome the adverse effects of minority group isolation by improving the academic achievement of children in one or more minority group isolated schools, if he determines that the local educational agency had a number of minority group children in average daily membership in the public schools, for the fiscal year preceding the fiscal year for which assistance is to be provided, (1) of at least 15,000, or (2) constituting more than 50 per centum of such average daily membership of all children in such schools.

(c) No local educational agency making application under this section shall be eligible to receive a grant or contract in an amount in excess of the amount determined by the Commissioner, in accordance with regulations setting forth criteria established for such purpose, to be the additional cost to the applicant arising out of activities authorized under this Act, above that of the activities normally carried out by the local educational agency.

(d) (1) No local educational agency shall be eligible for assistance under this Act if it has, after August 18, 1970—

(A) transferred (directly or indirectly by gift, lease, loan, sale, or other means) real or personal property to, or made any services available to any nonpublic school or school system (or any organization controlling, or intending to establish, such a school or school system) without prior determination that such nonpublic school or school system (i) is not operated on a racially segregated basis as an alternative for children seeking to avoid attendance in desegregated public schools, and (ii) does not otherwise practice, or permit to be practiced, discrimination on the basis of race, color, or national origin in the operation of any school activity;

(B) had in effect any practice, policy, or procedure which results (or has resulted) in the disproportionate demotion or dismissal of instructional or other personnel from minority groups in conjunction with desegregation or the establishment of an integrated school, or otherwise engaged in discrimination based upon race, color, or national origin in the hiring, promotion, or assignment of employees of the agency (or other personnel for whom the agency has any administrative responsibility);

(C) in conjunction with desegregation or the establishment of an integrated school, adopted any procedure for the assignment of students to or within classes which results in segregation of children for a substantial portion of the school day; or

(D) had in effect any other practice, policy, or procedure, such as limiting curricular or extracurricular activities (or participation therein by children) in order to avoid the participation of minority group students in such activities, which discriminates among children on the basis of race, color, or national origin;

except that, in the case of any local educational agency which is ineligible for assistance by reason of clause (A), (B), (C), or (D), such agency may make application for a waiver of ineligibility, which application shall specify the reason for its ineligibility, contain such information and assurances as the Secretary shall require by regulation in order to insure that any practice, policy, or procedure, or other activity resulting in the ineligibility has ceased to exist or occur and include such provisions as are necessary to insure that such activities do not reoccur after the submission of the application.

(2) (A) No local educational agency shall be eligible for a waiver under paragraph (1) if—

(i) it is ineligible by reason of clause (A), (B), (C), or (D) of paragraph (1) because of transactions, practices, policies, or procedures which existed or occurred after August 18, 1970; and

(ii) it has received assistance under the appropriation in the paragraph headed "Emergency School

Assistance" in the Office of Education Appropriations Act, 1971 (Public Law 91-380).

(B) (i) In the case of any local educational agency which is ineligible for assistance under this Act by reason of subparagraph (A), such agency may make a special application for a waiver of its ineligibility, which application shall include (I) all the specifications, procedures, assurances, and other information required for a waiver under the exception set forth in paragraph (1), and (II) in addition, such other data, plans, assurances, and information as the Secretary shall require in order to insure compliance with this subparagraph (B).

(ii) The additional matters required by the Secretary under clause (II) of subparagraph (B) (i) shall at least include sufficient information as to enable the Commissioner to properly evaluate the application submitted under section 9 by the applicant for a special waiver under this subparagraph (B) and advise the Secretary with respect to the merit of the program for which assistance is sought.

(3) Applications for waivers under paragraphs (1) and (2) may be approved only by the Secretary. The Secretary's functions under this paragraph shall, notwithstanding any other provision of law, not be delegated.

(4) No application for assistance under this Act shall

be approved prior to a determination by the Commissioner that the applicant is not ineligible by reason of this subsection. No waiver under paragraph (2) shall be granted until the Commissioner has determined that the special applicant has submitted an application under section 9 of extraordinary merit.

(5) All determinations pursuant to this subsection shall be carried out in accordance with criteria and investigative procedures established by regulations of the Secretary for the purpose of compliance with this subsection.

(6) All determinations and waivers pursuant to this subsection shall be in writing. The Committee on Labor and Public Welfare of the Senate and the Committee on Education and Labor of the House of Representatives shall each be given notice of an intention to grant any waiver under this subsection, which notice shall be accompanied by a copy of the proposed waiver for which notice is given and copies of all determinations relating to such waiver. The Commissioner shall not approve an application by a local educational agency which requires a waiver under this subsection prior to thirty days after receipt of the notice required by the preceding sentence by the chairman of the Committee on Labor and Public Welfare of the Senate and the chairman of the Committee on Education and Labor of the House of Representatives.

AUTHORIZED ACTIVITIES

SEC. 6. (a) Sums appropriated pursuant to section 3 (a) and apportioned to a State pursuant to section 4 (which have not been reserved under paragraph (2) or (3) of section 4 (a)) and the sums reserved pursuant to section 3 (b) (4) shall be available for grants to, and contracts with, local educational agencies in that State which have been established as eligible under section 5 (a), to assist such agencies in carrying out the following programs and projects designed to establish or maintain stable, quality, integrated schools, as necessary and appropriate to carry out the purposes of this Act:

(1) the development and use of new curriculums and instructional methods, practices, and techniques to support a program of instruction for children from all racial, ethnic, and economic backgrounds, including instruction in the language and cultural heritage of minority groups;

(2) remedial services, beyond those provided under the regular school program conducted by the local educational agency, including student-to-student tutoring;

(3) guidance and counseling services, beyond those provided under the regular school program conducted by the local educational agency, designed to promote

mutual understanding among minority group and nonminority group parents, students, and teachers;

(4) administrative and auxiliary services to facilitate the success of the project;

(5) community activities, including public information efforts, in support of a plan, program, project, or other activities described in this section;

(6) recruiting, hiring, and training of teacher aides: *Provided,* That in recruiting teacher aides, preference shall be given to parents of children attending schools assisted under section 5 (a);

(7) inservice teacher training designed to enhance the success of schools assisted under section 5 (a) through contracts with institutions of higher education, or other institutions, agencies, and organizations individually determined by the Commissioner to have special competence for such purpose;

(8) planning programs and projects under this section, the evaluation of such programs and projects, and dissemination of information with respect to such programs and projects; and

(9) repair of minor remodeling or alteration of existing school facilities (including the acquisition, installation, modernization, or replacement of equipment) and the lease or purchase of mobile classroom units or other mobile educational facilities.

In the case of programs and projects involving activities described in clause (9), the inclusion of such activities must be found to be a necessary component of, or necessary to facilitate, a program or project involving other activities described in this section or subsection (b), and in no case involve an expenditure in excess of 10 per centum of the amount made available to the applicant to carry out the program or project. The Commissioner shall promulgate regulations defining the term "repair or minor remodeling or alteration".

(b) Sums reserved under section 4 (a) (2) shall be available for grants to, and contracts with, local educational agencies eligible for assistance under section 5 (b) to carry out innovative pilot programs and projects which are specifically designed to assist in overcoming the adverse effects of minority group isolation, by improving the educational achievement of children in minority group isolated schools, including the activities described in clauses (1) through (9) of subsection (a), as they may be used to accomplish such purpose.

SPECIAL PROGRAMS AND PROJECTS

SEC. 7. (a) (1) Amounts reserved by the Commissioner pursuant to section 3 (b) (3) shall be available to him for grants and contracts under this subsection.

(2) The Commissioner is authorized to make grants to, and contracts with, State and local educational agencies, and

other public and private nonprofit agencies and organizations (or a combination of such agencies and organizations) for the purpose of supporting special programs and projects carrying out activities described in section 6, which the Commissioner determines will make substantial progress toward achieving the purposes of this Act.

(b) From the amounts reserved pursuant to section 4 (a) (3), the Commissioner is authorized to make grants to, and contracts with, public and private nonprofit agencies, institutions, and organizations (other than local educational agencies and nonpublic elementary and secondary schools) for programs and projects to promote equality of educational opportunity, through facilitating the participation of parents, students, and teachers in the design and implementation of comprehensive educational planning; the provision of services which will enable parents to become effective participants in the educational process; the conduct of activities which foster understanding among minority group and nonminority group parents, students, teachers, and school officials, including public information and school-community relations activities; and the conduct of school-related activities to reinforce student growth and achievement.

EDUCATION PARKS

SEC. 8. From the sums reserved pursuant to section 3 (b) (1) (A), the Commissioner is authorized to make grants to State and local educational agencies to assist in the construction of education parks in Standard Metropolitan Statistical Areas. For the purposes of this section, the term "education park" means an integrated school or cluster of such schools located on a common site, within a Standard Metropolitan Statistical Area, of sufficient size to achieve maximum economy of scale consistent with sound educational practice, providing the full range of preschool, elementary, and secondary education, with a student body containing a substantial proportion of children from educationally advantaged backgrounds, which is representative of the minority group and nonminority group student population of the Standard Metropolitan Statistical Area, and a faculty and administrative staff with substantial representation of minority group persons.

APPLICATIONS

SEC. 9. (a) Any local educational agency desiring to receive assistance under this Act shall submit to the Commissioner an application therefor at such time, in such form, and containing such information as the Commissioner shall require by regulation. Such application, together with all correspondence and other written materials relating thereto, shall be made readily available to the public by the applicant and by the Commissioner. The Commissioner may approve an application if he determines that such application—

(1) sets forth a plan, and such policies and procedures, as will assure that (A) in the case of an application under section 5 (a), the applicant will initiate or continue a program specifically designed to establish or maintain at least one or more stable, quality, integrated schools, or (B) in the case of an application under section 5 (b), the applicant will initiate or expand an innovative program specifically designed to meet the educational needs of children attending one or more minority group isolated schools;

(2) has been developed—

(A) in open consultation with parents, teachers, and, where applicable, secondary school students, including public hearings at which such persons have had a full opportunity to understand the program for which assistance is being sought and to offer recommendations thereon, and

(B) with the participation and, subject to subsection (b), approval of a committee composed of parents of children participating in the program for which assistance is sought, teachers, and, where applicable, secondary school students, of which at least half the members shall be such parents, and at least half shall be persons from minority groups;

(3) sets forth such policies and procedures as will

insure that the program for which assistance is sought will be operated in consultation with, and the involvement of, parents of the children and representatives of the area to be served, including the committee established for the purposes of clause (2) (B);

(4) sets forth such policies and procedures, and contains such information, as will insure that funds paid to the applicant under the application be used solely to pay the additional cost to the applicant in carrying out the plan and program described in the application;

(5) contains such assurances and other information as will insure that the program for which assistance is sought will be administered by the applicant, and that any funds received by the applicant, and any property derived therefrom, will remain under the administration and control of the applicant;

(6) sets forth such policies and procedures, and contains such information, as will insure that funds made available to the applicant (A) under this Act will be so used (i) as to supplement and, to the extent practicable, increase the level of funds that would, in the absence of such funds, be made available from non-Federal sources for the purposes of the program for which assistance is sought, and for promoting the integration of the schools of the applicant, and for the education of children par-

ticipating in such program, and (ii) in no case, as to supplant such funds from non-Federal sources, and (B) under any other law of the United States will, in accordance with standards established by regulation, be used in coordination with such programs to the extent consistent with such other law;

(7) in the case of an application for assistance under section 5(b), that the program or project to be assisted will involve an additional expenditure per pupil to be served, determined in accordance with regulations prescribed by the Commissioner, of sufficient magnitude to provide reasonable assurance that the desired educational impact will be achieved and that funds under this Act will not be dispersed in such a way as to undermine their effectiveness;

(8) in the case of an application by a local educational agency, that the State educational agency governing the school district or school districts in which the approved program or project will be carried out has been given reasonable opportunity to offer recommendations to the applicant and to submit comments to the Commissioner;

(9) sets forth effective procedures, including provisions for objective measurement of change in educational achievement and other change to be effected by

programs conducted under this Act, for the continuing evaluation of programs or projects under this Act, including their effectiveness in achieving clearly stated program goals, their impact on related programs and upon the community served, and their structure and mechanisms for the delivery of services; and

(10) provides (A) that the applicant will make periodic reports at such time, in such form, and containing such information as the Commissioner shall require by regulation, which regulation shall require at least—

(i) in the case of reports relating to performance, that the reports be consistent with specific criteria related to the program objectives, and

(ii) that the reports include information relating to educational achievement of children in the schools of the applicant,

and (B) that the applicant will keep such records and afford such access thereto as—

(i) will be necessary to assure the correctness of such reports and to verify them, and

(ii) will be necessary to assure the public adequate access to such reports and other written materials.

(b) In the event the committee established pursuant to clause (2) (B) of subsection (a) does not, after a reasonable opportunity to do so, approve an application under this section, the local educational agency may submit the application for approval by the Commissioner. The committee may, upon written notification to the local educational agency and the Commissioner, seek a review of the reasons for failure to obtain approval. Upon receipt of any such notice, a local educational agency shall promptly file with the Commissioner a statement of the issues in question, the reason for submission of the application without such approval, and its grounds for desiring approval of the application by the Commissioner as submitted, and shall attach thereto a statement of the reasons of the committee respecting its failure to approve the application. Upon receipt of a notice filed under the second sentence of this subsection, the Commissioner shall take no action with respect to approval of the application in question until he has reviewed the matters submitted to him by the local educational agency and any matters submitted to him by the committee and, when he determines it to be appropriate, has granted an opportunity for an informal hearing. Within thirty days after the Commissioner has received the matters required to be submitted under the third sentence of this subsection, he shall make a finding as to whether the local educational agency was justified in submitting the application without approval, as required under clause (2) (B) of subsection (a). Upon his finding of justification, the Commissioner may proceed with respect to the approval of the application. Such finding, and the reasons thererfor, shall be in writing and shall be made available to the local educational agency and the committee.

(c) (1) The Commissioner shall, from time to time, set dates by which applications for grants under this Act shall be filed and may prescribe an order of priority to be followed in approving such applications.

(2) In determining whether to make a grant or contract under section 5 or in fixing the amount thereof, the Commissioner shall give priority to—

(A) in case applications submitted under section 5(a), applications from local educational agencies which place the largest numbers and proportions of minority group students in stable, quality, integrated schools; and

(B) applications which offer the greatest promise of providing quality education for all participating children.

EDUCATIONAL TELEVISION

SEC. 10. (a) The sums reserved pursuant to section 3 (b) (1) (B) for the purpose of carrying out this section shall be available for grants and contracts in accordance with subsection (b).

(b) (1) The Commissioner shall carry out a program of making grants to, or contracts with, not more than ten public or private nonprofit agencies, institutions, or organizations with the capability of providing expertise in the development of television programing, in suffcient number to assure diversity, to pay the cost of development and production of integrated children's television programs of cognitive and affective educational value.

(2) Television programs developed in whole or in part with assistance provided under this Act shall be made reasonably available for transmission, free of charge, and shall not be transmitted under commercial sponsorship.

(3) The Commissioner may approve an application under this section only if he determines that the applicant—

(A) will employ members of minority groups in responsible positions in development, production, and administrative staffs;

(B) will utilize modern television techniques of research and production; and

(C) has adopted effective procedures for evaluating education and other change achieved by children viewing the program.

ATTORNEYS' FEES

SEC. 11. (a) Upon the entry of a final order by a court of the United States against a local educational agency, a

State (or any agency thereof), or the Department of Health, Education, and Welfare for failure to comply with any provision of this Act, title I of the Elementary and Secondary Education Act of 1965 or discrimination on the basis of race, color, or national origin in violation of title VI of the Civil Rights Act of 1964, or of the fourteenth article of amendment to the Constitution of the United States as they pertain to elementary and secondary education, such court shall award, from funds reserved pursuant to section 3 (b) (1) (C), reasonable counsel fee, and costs not otherwise reimbursed, for services rendered, and costs incurred, after the date of enactment of this Act to the party obtaining such order.

(b) The Commissioner shall transfer all funds reserved pursuant to section 3 (b) (1) (C) to the Administrative Office of the United States Courts for the purpose of making payments of fees awarded pursuant to subsection (a).

DEFINITIONS

SEC. 12. Except as otherwise specified, the following definitions shall apply to the terms used in this Act:

(1) The term "Commissioner" means the Commissioner of Education; and the term "Secretary" means the Secretary of Health, Education, and Welfare.

(2) The term "elementary school" means a day or

residential school which provides elementary education, as determined under State law.

(3) The term "equipment" includes machinery, utilities, and built-in equipment and any necessary enclosures or structures to house them, and includes all other items necessary for the provision of educational services, such as instructional equipment and necessary furniture, printed, published, and audiovisual instructional materials, and other related material.

(4) The term "institution of higher education" means an educational institution in any State which—

(A) admits as regular students only individuals having a certificate of graduation from a high school, or the recognized equivalent of such a certificate;

(B) is legally authorized within such State to provide a program of education beyond high school;

(C) provides an educational program for which it awards a bachelor's degree; or provides not less than a two-year program which is acceptable for full credit toward such a degree, or offers a two-year program in engineering, mathematics, or the physical or biological sciences which is designed to prepare the student to work as a technician and at a semiprofessional level in engineering, scientific, or other technological fields which require the understanding and application of basic engineering, scientific, or mathematical principles or knowledge;

(D) is a public or other nonprofit institution; and

(E) is accredited by a nationally recognized accrediting agency or association listed by the Commissioner for the purposes of this paragraph.

(5) The term "integrated school" means a school with a student body, containing a substantial proportion of children from educationally advantaged backgrounds, which is substantially representative of the minority group and nonminority group students population of the local educational agency in which it is located, and a faculty which is representative of the minority group and nonminority group population of the larger community in which it is located, or where the Commissioner determines that the local educational agency concerned is attempting to increase the proportions of minority group teachers, supervisors, and administrators in its employ, a faculty which is representative of the minority group and nonminority group faculty employed by the local educational agency.

(6) The term "local educational agency" means a public board of education or other public authority legally constituted within a State for either administrative control or direction of, public elementary or secondary schools in a city, county, township, school district, or other political subdivi-

sion of a State, or such combination of school districts, or counties as are recognized in a State as an administrative agency for its public elementary or secondary schools, or a combination of local educational agencies; and includes any other public institution or agency having administrative control and direction of a public elementary or secondary school.

(7) (A) The term "minority group" refers to (i) persons who are Negro, American Indian, Spanish-surnamed American, Portuguese, or Oriental; and (ii) (except for the purposes of section 4), as determined by the Secretary, children who are from environments where the dominant language is other than English and who, as a result of limited English-speaking ability, are educationally deprived, and (B) the term "Spanish-surnamed American" includes persons of Mexican, Puerto Rican, Cuban, or Spanish origin or ancestry.

(8) The terms "minority group isolated school" and "minority group isolation" in reference to a school mean a school and condition, respectively, in which minority group children constitute more than $66\frac{2}{3}$ per centum of the average daily membership of a school.

(9) The term "nonprofit" as applied to a school, agency, organization, or institution means a school, agency, organization, or institution owned and operated by one or

more nonprofit corporations or associations no part of the net earnings of which inures, or may lawfully inure, to the benefit of any private shareholder or individual.

(10) The term "secondary school" means a day or residential school which provides secondary education, as determined under State law, except that it does not include any education provided beyond grade 12.

(11) The term "Standard Metropolitan Statistical Area" means the area in and around a city of fifty thousand inhabitants or more as defined by the Office of Management and Budget.

(12) The term "State" means one of the fifty States or the District of Columbia.

(13) The term "State educational agency" means the State board of education or other agency or officer primarily responsible for the State supervision of public elementary and secondary schools, or, if there is no such officer or agency, an officer or agency designated by the Governor or by State law for this purpose.

EVALUATIONS

SEC. 13. The Commissioner is authorized to reserve not in excess of 1 per centum of the sums appropriated under this Act for any fiscal year for the purposes of this section. From such reservation, the Commissioner is authorized to make grants to, and contracts with, institutions of higher education and private organizations, institutions, and agencies, including councils established pursuant to section 9 (a) (2), for the purpose of evaluating specific programs and projects assisted under this Act.

REPORTS

SEC. 14. The Commissioner shall make periodic detailed reports concerning his activities in connection with the program authorized by this Act and the program carried out with appropriations under the paragraph headed "Emergency School Assistance" in the Office of Education Appropriations Act, 1971 (Public Law 91–380), and the effectiveness of programs and projects assisted under this Act in achieving the purposes of this Act. Such reports shall contain such information as may be necessary to permit adequate evaluation of the programs authorized by this Act, and shall be submitted to the President and to the Committee on Labor and Public Welfare of the Senate and the Committee on Education and Labor of the House of Representatives. The first report submitted pursuant to this section shall be submitted no later than ninety days after the enactment of this Act. Subsequent reports shall be submitted no less often than four times annually.

JOINT FUNDING

SEC. 15. Pursuant to regulations prescribed by the President, where funds are advanced by the Office of Education, and one or more other Federal agencies for any project or activity funded in whole or in part under this Act, any one of such Federal agencies may be designated to act for all in administering the funds advanced. In such cases, any such agency may waive any technical grant or contract requirement (as defined by regulations) which is inconsistent with the similar requirements of the administering agency or which the administering agency does not impose. Nothing in this section shall be construed to authorize (1) the use of any funds appropriated under this Act for any purpose not authorized herein, (2) a variance of any reservation or apportionment under section 3 or 4, or (3) waiver of any requirement set forth in sections 5, 6, 9, and 12 (5).

NATIONAL ADVISORY COUNCIL

SEC. 16. (a) There is hereby established a National Advisory Council on Equality of Educational Opportunity, consisting of fifteen members, at least one-half of whom shall be representatives of minority groups, appointed by the President, which shall—

(1) advise the Secretary with respect to the operation of the program authorized by this Act, including the preparation of regulations and the development of criteria for the approval of applications;

(2) review the operation of the program (A) with respect to its effectiveness in achieving its purposes as

stated in section 2, and (B) with respect to the Commissioner's conduct in the administration of the program;

(3) meet not less than four times in the period during which the program is authorized, and submit, through the Secretary, to the Congress at least two interim reports, which reports shall include a statement of its activities and of any recommendations it may have with respect to the operation of the program; and

(4) not later than December 1, 1973, submit to the Congress a final report on the operation of the program.

(b) The Commissioner shall submit an estimate under the authority of section 401 (c) and part C of the General Education Provisions Act to the Congress for the appropriations necessary for the Council created by subsection (a) to carry out its functions.

92D CONGRESS
1ST SESSION

H. R. 6179

IN THE HOUSE OF REPRESENTATIVES

MARCH 16, 1971

Mr. PUCINSKI introduced the following bill; which was referred to the Committee on Education and Labor

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A BILL

To authorize assistance to local educational agencies for the financial support of elementary and secondary education, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "National Partnership in Education Act of 1971".

DECLARATION OF POLICY

SEC. 2. The Congress finds that, despite the great efforts of States and of local educational agencies, the opportunity for an education of high quality is being denied to many children. The Congress further finds that such denial results both from the widely varying financial abilities of States and local education agencies and from an unequal distribution of resources, both within and between States. It is therefore the policy of the United States that the Federal Government shall provide each local educational agency with resources which, when supplemented by State and local funds, will be adequate to provide an excellent elementary and secondary education for all children.

AUTHORIZATION OF APPROPRIATIONS

SEC. 3. (a) For the fiscal years 1972, 1973, and 1974, there are hereby authorized to be appropriated such sums as may be necessary to pay the amounts authorized under sections 4 and 7 (b).

(b) For the same fiscal years there is also authorized to be appropriated an amount equal to not more than 2 per centum of the amount appropriated for each such year under (a) above. The Commissioner shall allot this amount to Puerto Rico, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands according to their respective needs for such grants, and shall set the maximum amount which their local educational agencies shall be eligible to receive.

GRANTS TO LOCAL EDUCATIONAL AGENCIES

SEC. 4. (a) In any case in which the Commissioner determines that satisfactory data for that purpose are available, the maximum grant which a local educational agency in a State shall be eligible to receive under this Act for any fiscal year shall be an amount equal to the Federal grant per pupil multiplied by the adjusted number of children in the school district of such agency.

(b) In any other case the maximum grant for any local educational agency in a State shall be determined on the basis of the aggregate maximum amount of such grants for all such agencies in the county or counties in which the school district of the particular agency is located, which aggregate maximum amount shall be equal to the Federal grant per pupil multiplied by the adjusted number of children in such county or counties, and shall be allocated among these agencies upon such equitable basis as may be determined by the State educational agency in accordance with basic criteria prescribed by the Commissioner.

(c) In the case of local educational agencies which serve in whole or in part the same geographical area, and in the case of a local educational agency which provides free public education for a substantial number of children who reside in the school district of another local educational agency, the State educational agency may allocate the amount of the maximum grants for those agencies among them in such manner as it determines will best carry out the purposes of this Act.

(d) For purposes of this section, the term "State" does not include Puerto Rico, Guam, American Samoa, the Virgin Islands, or the Trust Territory of the Pacific Islands.

APPLICATIONS FROM LOCAL EDUCATIONAL AGENCIES

SEC. 5. (a) Any local educational agency which desires to receive for any fiscal year the grant to which it is entitled under section 4 must submit to the appropriate State educational agency an application which contains—

(1) an assessment of the educational needs of the children enrolled in the schools of such agency and its plans for meeting those needs with funds provided under this Act;

(2) an evaluation of the effectiveness, including objective measurements of educational achievement, of programs and projects funded in the preceding fiscal year from funds provided under this Act;

(3) such other information as the State educational agency may reasonably need to enable it to perform its duties under this Act; and

(4) assurances that—

(A) to the extent consistent with the number of children in the school district of such agency who are enrolled in private nonprofit elementary and secondary schools, such agency has made provision (after consultation with the appropriate private school officials) for a purchase of services program or, if such a program is not feasible in one or more of the private schools (as jointly determined by the public and appropriate private school officials), such other arrangements as dual enrollments which will assure adequate participation of such children;

(B) (i) the control of funds provided under this Act and title to property acquired therewith shall be in a public agency for the uses and purposes provided in this Act, and that a public agency will administer such funds and property; (ii) the funds provided under this Act shall not be commingled with State or local funds; and (iii) Federal funds made available under this Act will be so used as to supplement and, to the extent possible, increase the level of funds that would, in the absence of such Federal funds, be made available from non-Federal sources for the education of pupils participating in programs and projects assisted under this Act;

(C) it will keep such records and afford such access thereto as the State educational agency may find necessary to assure the correctness and verification of such applications; and

(D) no more than 25 per centum of the funds received under this Act in any fiscal year will be used for capital outlay and debt service.

(b) The State educational agency shall not finally disapprove in whole or in part any application for funds under this Act without first affording the local educational agency submitting the application reasonable notice and opportunity for a hearing.

ASSURANCES FROM STATES

SEC. 6. (a) Any State which desires to participate under this Act shall submit through its State educational agency to the Commissioner an application, in such detail as the Commissioner deems necessary, which provides satisfactory assurances that—

(1) except as provided in section 7 (b), payments under this Act will be used only for programs and projects which have been approved by the State educational agency pursuant to section 5 (a) and which meet the applicable requirements of that section, and that such agency will in all other respects comply with the provisions of this Act, including the enforcement of any obligations imposed upon a local educational agency under section 5 (a) ; and

(2) the State educational agency will make to the Commissioner (A) periodic reports (including the results of objective measurements required by section

5(a)) evaluating the effectiveness of programs and projects assisted under this Act in improving educational attainment, and (B) such other reports as may be reasonably necessary to enable the Commissioner to perform his duties under this Act (including such reports as he may require to determine the amounts which the local educational agencies of that State are eligible to receive for any fiscal year).

(b) The Commissioner shall approve an application which meets the requirements specified in subsection (a), and he shall not finally disapprove an application except after reasonable notice and opportunity for a hearing to the State educational agency.

PAYMENTS

SEC. 7. (a) (1) The Commissioner shall, subject to the provisions of section 8, from time to time pay to each State the amount which the local educational agencies of that State are eligible to receive under this Act.

(2) From the funds paid to it pursuant to paragraph (1) each State educational agency shall distribute to each local educational agency of the State which has submitted an application approved pursuant to section 5(a) the amount for which such application has been approved, except that this amount shall not exceed the maximum amount determined for that agency pursuant to section 4.

(b) The Commissioner is authorized to pay to each State amounts equal to the amounts expended by it for the proper and efficient performance of its duties under this Act (including technical assistance for the measurements and evaluations required by section 5), except that the total of such payments in any fiscal year shall not exceed—

(1) 1 per centum of the total grants made to local educational agencies of such State within that fiscal year; or

(2) $150,000, or $25,000 in the case of Puerto Rico, Guam, American Samoa, the Virgin Islands, or the Trust Territory of the Pacific Islands, whichever is greater.

(c) No payments shall be made under this Act for any fiscal year to a State which has taken into consideration payments under this Act in determining the eligibility of any local educational agency in that State for State aid, or the amount of that aid, with respect to the free public education of children during that year or the preceding fiscal year.

ADJUSTMENTS

SEC. 8. (a) If the sums appropriated for any fiscal year for making the payments provided in this Act are not sufficient to pay in full the total amounts which all local educational agencies are eligible to receive under section 4 for such year, allocations shall be made to local educational agencies on the basis of computations, in accordance with that section, as reduced ratably. In case additional funds become available for making payments under this Act for that year, such reduced amounts shall be increased on the same basis that they were reduced.

(b) In order to permit the most effective use of all appropriations made to carry out this Act, the Commissioner may set dates by which State educational agencies must certify to him the amounts for which the applications of educational agencies have been or will be approved by the State.

WITHHOLDINGS

SEC. 9. Whenever the Commissioner, after reasonable notice and opportunity for hearing to any State educational agency, finds that there has been a failure to comply substantially with any assurance set forth in the application of that State approved under section 6, the Commissioner shall notify the agency that further payments will not be made to the State under this Act (or, in his discretion, that the State educational agency shall not make further payments under this Act to specified local educational agencies affected by the failure) until he is satisfied that there is no longer any such failure to comply. Until he is so satisfied, no further payments shall be made to the State under this Act, or payments by the State educational agency under this Act shall be limited to local educational agencies not affected by the failure, as the case may be.

JUDICIAL REVIEW

SEC. 10. (a) If any State is dissatisfied with the Commissioner's final action with respect to the approval of its application submitted under section 6 or with his final action under section 9, such State may, within sixty days after notice of such action, file with the United States court of appeals for the circuit in which such State is located a petition for review of that action. A copy of the petition shall be forthwith transmitted by the clerk of the court to the Commissioner. The Commissioner thereupon shall file in the court the record of the proceedings on which he based his action, as provided in section 2112 of title 28, United States Code.

(b) The findings of fact by the Commissioner, if supported by substantial evidence, shall be conclusive; but the court, for good cause shown, may remand the case to the Commissioner to take further evidence, and the Commissioner may thereupon make new or modified findings of fact and may modify his previous action, and shall file in the court the record of the further proceedings. Such new or modified findings of fact shall likewise be conclusive if supported by substantial evidence.

(c) Upon the filing of such petition, the court shall have jurisdiction to affirm the action of the Commissioner to set it aside, in whole or in part. The judgment of the court shall be subject to review by the Supreme Court of the United States upon certiorari or certification as provided in section 1254 of title 28, United States Code.

DEFINITIONS

SEC. 11. For purposes of this Act—

(a) (1) The term "adjusted number of children" for any local educational agency or county for a fiscal year means a number equal to the sum of (i) the number of children who are aged five to seventeen, inclusive, in the school district of the agency or in the county, as the case may be, (based on the latest available data from the Department of Commerce) and (ii) the number of children who are counted for that fiscal year for purposes of section 103 (a) (2) of title I of the Elementary and Secondary Education Act for which such agency is responsible for providing free public education;

(2) The term "Federal grant per pupil" for any particular State means the product obtained by multiplying the State and local current expenditure per public school pupil by the product obtained by multiplying the national reimbursement rate by the quotient obtained by dividing the national per capita income by the State per capita income;

(3) The "national reimbursement rate" shall be 10 per centum for the fiscal year ending June 30, 1972, 20 per

centum for the fiscal year ending June 30, 1973, and 33⅓ per centum for the fiscal year ending June 30, 1974.

(b) (1) The term "Commissioner" means the Commissioner of Education;

(2) The term "current expenditures" means expenditures for free public education, including expenditures for administration, instruction, attendance and health services, pupil transportation services, operation and maintenance of plant, fixed charges, and net expenditures to cover deficits for food services and student body activities, but not including expenditures for community services, capital outlay and debt service, or any expenditures made from funds granted under title I, II, or III of the Elementary and Secondary Education Act of 1965;

(3) The term "elementary school" means a day or residential school which provides elementary education, as determined under State law; and the term "secondary school" means a day or residential school which provides secondary education, as determined under State law, except that it does not include any education provided beyond grade 12;

(4) The term "local educational agency" means a public board of education or other public authority legally constituted within a State for either administrative control or direction of, or to perform a service function for, public elementary or secondary schools in a city, county, township,

school district, or other political subdivision of a State, or such combination of school districts or counties as are recognized in a State as an administrative agency for its public elementary or secondary schools. Such term also includes any other public institution or agency having administrative control and direction of public elementary or secondary schools;

(5) The term "nonprofit" as applied to a school means a school owned and operated by one or more nonprofit corporations or associations no part of the net earnings of which inures, or may lawfully inure, to the benefit of any private shareholder or individual;

(6) The term "per capita income" means the per capita personal income of a State and the United States determined by the Commissioner on the basis of data for the fiscal year preceding the fiscal year for which the computation is made available from the Department of Commerce;

(7) The term "State" means the fifty States, the District of Columbia, Puerto Rico, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands; and

(8) The term "State educational agency" means the State board of education or other agency or officer primarily responsible for the State supervision of public elementary and secondary schools.

GENERAL PROVISIONS

SEC. 12. (a) Section 422 of the General Education Provisions Act is amended by inserting "the National Partnership in Education Act;" after "the International Education Act of 1966;".

(b) The prohibition contained in section 302(d) of Public Law 81-874 shall not apply to programs and projects conducted under this Act.

STUDY OF DATA

SEC. 13. The Secretary of Health, Education, and Welfare shall conduct a study of the needs for accurate income and population data for every local educational agency and alternative methods for obtaining such data. This study and his recommendations shall be included in the study of allocation of funds required under section 102 of the Elementary and Secondary Education Amendments of 1969 (Public Law 91-230).

92D CONGRESS
1ST SESSION

H. R. 6247

IN THE HOUSE OF REPRESENTATIVES

MARCH 17, 1971

Mr. PUCINSKI introduced the following bill; which was referred to the Committee on Education and Labor

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A BILL

To extend the provisions of the Juvenile Delinquency Prevention and Control Act of 1968 for five years.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section 402 of the Juvenile Delinquency Prevention and Control Act of 1968 (Public Law 90–445) is amended by striking everything after "Welfare," and by inserting in lieu thereof "$75,000,000 for each fiscal year ending prior to July 1, 1976.".

92D CONGRESS
1ST SESSION

H. R. 7212

IN THE HOUSE OF REPRESENTATIVES

APRIL 6, 1971

Mr. BADILLO introduced the following bill; which was referred to the Committee on Education and Labor

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A BILL

Urban Education Improvement Act of 1971.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

PURPOSES AND FINDINGS

SEC. 201. The Congress finds that—

(a) minority group isolation in our public schools, regardless of the origin of such isolation, causes irreparable harm to the children of this Nation;

(b) minority group isolation in the public schools of our Nation's metropolitan areas, where the majority of our children live, is increasing and intensifying;

(c) minority group isolation in large part results from housing, zoning, education, and other economic, social, and political policies and decisions of government at all levels;

(d) the general welfare of this Nation requires the elimination of minority group isolation in public schools wherever and how it occurs; and

(e) this Nation must therefore commit its moral strength and financial resources to the achievement of this goal.

SEC. 202. It is the purpose of this Act—

(a) to require State and local educational agencies in metropolitan areas throughout this country to develop and implement plans which will reduce and eliminate minority group isolation in our public schools, whatever the cause of such isolation; and

(b) to provide financial assistance to assist State and local educational agencies to develop and implement such plans.

DEFINITIONS

SEC. 301. As used in this Act, except when otherwise specified—

(a) (1) The term "minority group children" means:

(A) children, aged five to nineteen, inclusive, who are Negro, American Indian, or Spanish-surnamed Americans; and

(B) as determined by the Secretary, children of such ages from environments where the dominant language is other than English and who, as a result of limited English-speaking ability, are educationally deprived.

(2) The term "Spanish-surnamed American" includes persons of Mexican, Puerto Rican, Cuban, or other Latin American or Spanish origin or ancestry.

(b) The term "minority group isolation" means a condition in which minority group children in a school constitute more than 50 per centum of the average daily enrollment of that school. The term "minority group isolated" refers to a school in which such condition of minority group isolation exists.

(c) The term "school" means those elementary and secondary public schools of a State which are located within a standard metropolitan statistical area (SMSA).

(d) The term "State educational agency" means the State board of education or other agency or officer primarily responsible for the State supervision of public elementary and secondary schools, or, if there is no such officer or agency, an officer or agency designated by the Governor or by State law for this purpose.

(e) The term "local educational agency" means a public board of education or other public authority legally constituted within a State for either administrative control, or direction of, public elementary or secondary schools in a district or other unit of the State, or a combination of such districts or other units and includes any other public institution or agency having administrative control and direction of a public elementary or secondary school: *Provided*, That the term shall not refer to any such agency located outside an SMSA.

(f) The term "noncooperating local educational agency" means any local educational agency which refuses or has refused to participate in the preparation, submission, revision, or implementaton of an acceptable plan as required by this Act.

(g) The term "cooperating local educational agency" means any local educational agency that has participated in the preparation, submission, revision, and implementation of an acceptable plan as required by this Act.

(h) The term "State" means any State in which there is an area defined as a standard metropolitan statistical area, and the District of Columbia.

(i) The term "Standard Metropolitan Statistical Area" or "SMSA" means the area in and around cities of fifty thousand inhabitants or more as defined by the Office of Management and Budget: *Provided*, That the term shall mean only that portion of any standard metropolitan statistical area which lies wholly within the boundaries of one

State. Each portion of an SMSA in a different State shall be considered an independent SMSA for purposes of this Act.

(j) The term "Secretary" means the Secretary of Health, Education, and Welfare or his designee.

(k) The term "Federal educational funds" means Federal funds appropriated for grants, loans, contracts, or other financial assistance to a State educational agency, a local educational agency, an individual school, or to an individual in compensation for services rendered such organizations. This term shall not mean funds which go to individuals in the form of scholarships, fellowships, loans, cost-of-education payments, or other such assistance which is designed to further that individual's education, nor shall it mean funds which are to assist private, nonprofit organizations in the provision of education in preelementary and elementary situations.

THE PLAN

SEC. 401. Each State shall prepare and file with the Secretary for his approval, in accordance with regulations issued by him, a plan under which it will establish and supervise the operation in each SMSA of an SMSA agency to develop with the local educational agencies within the SMSA a plan to reduce minority group isolation in their schools: *Provided*, That, should any State refuse to comply with the provisions of this Act, the local educational agencies within an SMSA may then independently create or assume control of such an SMSA agency.

SEC. 402. The plan developed by each such SMSA agency shall—

(a) contain the proposals by which the local educational agencies within an SMSA agree to reduce minority group isolation in their schools;

(b) provide that by a date approved by the Secretary, but in no event later than July 1, 1983, the percentage of minority group children enrolled in each school of the SMSA shall be at least 50 per centum of the percentage of minority group children enrolled in all the schools of that SMSA;

(c) include the use of techniques, as appropriate in local circumstances, such as redrawing school boundaries, creating unified school districts, pairing schools or school districts, establishing educational parks and magnet schools as well as other techniques designed to end as soon as possible minority group isolation in all schools within the SMSA;

(d) provide for the establishment of committees composed of local parents, teachers, and students, the members of such committees to be representative of the minority and majority population groups of the SMSA as a whole and the geographical areas within the SMSA, to advise the local education agencies and the SMSA agency, in open consultation including public hearings at which such persons have had a full opportunity to explore and discuss the program for which assistance is being sought and to offer recommendations thereon, regarding the development of the plan required by this Act and to report periodically to the Secretary on the extent of compliance with the requirements of this Act;

(e) set forth such policies and procedures as will insure that the program for which assistance is sought will be operated in consultation with, and the involvement of, parents of the children and representatives of the area to be served, including the committees established for the purposes of section 402 (d) ;

(f) provide that in each year of operation of the plan, substantial progress toward fulfilling the requirements of this Act shall be made; and

(g) provide that State financial assistance to local educational agencies within each SMSA shall not be so calculated, based, rated, or fixed in any manner as to result in the condition that the per pupil contribution of the State to any minority group isolated school within the SMSA shall be less than per pupil contribution of the

State to any nonminority group isolated school within the SMSA.

SEC. 403. (a) The plan required by section 402 must be submitted to and approved by the Secretary no later than July 1, 1973.

(b) The Secretary is authorized to promulgate and issue regulations regarding the time and manner of submission of such plans for his approval.

SEC. 404. In extreme and unusual cases should the Secretary determine that the size, shape, or population distribution of an SMSA would make inclusion of some parts of that SMSA in a plan unnecessary for fulfillment of the purposes of this Act or excessively disruptive of the educational process, he may exempt such parts from participation in the plan. Such exemptions shall be in writing, fully explained and justified, and freely available to the public and the committees established for the purposes of section 402 (d).

SEC. 405. Each SMSA agency shall annually prepare and file in accordance with regulations issued by the Secretary a report setting forth the results achieved under the plan and any necessary amendments to the plan to correct any deficiency of the plan. The Secretary shall assure that the plan and any reports filed with the Secretary in accordance with this section shall be made readily available to the public and to the committees established for the purposes of section 402 (d).

Sec. 406. The Secretary is directed to review annually the plan and the reports of each SMSA agency. If the Secretary finds that for any reason the purposes of this Act are not being effectuated by the plan and any amendments thereto he shall, after giving appropriate notice to all concerned parties, withdraw his approval of the plan and each local educational agency in question will be treated as a noncooperating local educational agency: *Provided,* That if within a period prescribed by the Secretary, but in no event exceeding one hundred and eighty days following the Secretary's withdrawal of approval, the local educational agencies through their SMSA agency submit a revised plan approved by the Secretary, the local educational agencies within the SMSA shall be entitled to receive all funds withheld during the period.

Sec. 407. (a) Because of its unique circumstances, the SMSA for the District of Columbia shall include for purposes of this Act Montgomery and Prince Georges Counties in Maryland, Arlington, Fairfax, and Prince William Counties in Virginia, and the cities of Falls Church and Alexandria in Virginia, notwtihstanding the provisions of section 301 (i) of this Act.

(b) A single plan shall be designed and submitted by all local educational agencies included in the District of Columbia SMSA: *Provided,* That the existence of noncooperating local educational agencies within this SMSA shall not affect the status of cooperating local educational agencies.

Sec. 408. No State or local educational agency shall formulate or administer its plan in a manner that will result in the separation of minority group children within a school or classroom.

FINANCIAL ASSISTANCE

Sec. 501. Planning Funds.—

(a) Within six months of the date of enactment of this Act, the Secretary shall notify each State and local educational agency within an SMSA of the requirements of this Act.

(b) The Secretary shall issue regulations establishing procedures and a timetable according to which SMSA agencies required to file a plan under this Act may apply for funds authorized to be appropriated by this Act.

(c) Upon application meeting the standards established by the Secretary, the Secretary shall grant to each SMSA agency funds for the development of a plan to reduce minority group isolation pursuant to the requirements of this Act, the amount of such funds being determined by the number of minority group students and the number of all students enrolled in schools in the SMSA.

SEC. 502. (a) Each year following the implementation of an approved plan, cooperating local educational agencies, through their SMSA agency, may submit to the Secretary applications for financial assistance.

(b) An application for assistance under this Act may be approved by the Secretary only if he determines that—

(1) such application—

(A) sets forth a plan which is sufficiently comprehensive to offer reasonable assurance that it will achieve one or more purposes for which grants may be made under this Act; and

(B) contains such other information, terms, conditions, and assurances as the Secretary may require to carry out the purposes of this Act;

(2) the applicant has adopted effective procedures for the continuing evaluation of programs or projects under this Act;

(3) the programs or projects for which assistance is sought will not result, and in the case of an ongoing program or project has not resulted, in an increase in the percentage of racial separation in any school.

(4) no part of the assistance provided under this

Act shall be used to supplant funds, equipment, or services which are used to assist any private school. Should any funds provided under this Act be used for this purpose, or for any other purpose that the Secretary finds to be inconsistent with the purposes of this Act, the Secretary shall file suit in the United States District Court for the District of Columbia against either the school which received such funds or the State educational agency, or both, for restitution of the funds.

(c) Upon the submission and approval of such an application, the Secretary is authorized to provide a cooperating local educational agency with sufficient funds to meet its obligations under its approved plan.

(d) Funds provided under this section may be used for the following purposes or any other purposes the Secretary finds will promote an end to minority group isolation:

(1) establishing and constructing magnet schools or educational parks in locations chosen to reduce the degree of minority group isolation in the schools of the SMSA;

(2) providing additional staff members including paraprofessionals to provide guidance, counseling, and training to assist minority group children in adjusting to a nonminority group isolated school environment;

(3) providing counseling, retraining, and guidance

for professional and other staff members who will be working with minority group children;

(4) developing and implementing interracial educational programs and projects involving the joint participation of minority group and nonminority group children attending different schools, including extracurricular activities and cooperative exchanges or other arrangements between schools within the same or different school districts;

(5) providing such additional transportation for children as may be necessitated by the plan developed pursuant to this Act: *Provided*, That in the review and approval of SMSA plans under this Act, the Secretary shall assure that any burden of transportation shall fall equitably on both minority and majority children;

(6) expanding or altering facilities to accommodate students transferred under the plan;

(7) community activities, including public education efforts, in support of the plans, programs, projects, or other activities developed pursuant to this Act;

(8) planning and evaluation activities and expenses of administration;

(9) work study programs to provide the financial assistance necessary for minority group children to complete their education; and

(10) other specially designed programs or projects which meet the purposes of this Act.

(e) No funds granted under this Act may be used to supplant State or local educational funds presently being expended by State and local educational agencies.

(f) The Secretary shall issue regulations establishing procedures and a timetable according to which State and local educational agencies entitled to apply for financial assistance under this Act may apply to the Secretary for funds authorized to be appropriated by this section.

RESTRICTIONS ON FEDERAL FINANCIAL ASSISTANCE

SEC. 601. (a) No noncooperating local educational agency shall be entitled to receive any Federal educational funds: *Provided,* That the presence within an SMSA of a noncooperating local educational agency shall not affect the eligibility of cooperating local educational agencies in the SMSA to receive Federal educational funds.

(b) No State that fails to participate in the preparation, submission, revision, and implementation of any plan or plans required by this Act, and no State that continues to provide State funds or assistance after July 1, 1973, to any noncooperating local educational agency under section 401 (a) shall be entitled to received any Federal educational funds.

APPROPRIATIONS

SEC. 701. (a) For the fiscal years beginning July 1, 1971, and July 1, 1972, respectively, there is authorized to be appropriated $25,000,000 each year to be used by SMSA agencies to develop and promulgate the plan herein required to be filed.

SEC. 702. For the fiscal years beginning July 1, 1973, and for each of the nine fiscal years following, there is authorized to be appropriated $2,000,000,000 each year for purposes of carrying out this Act.

SEC. 703. Funds so appropriated shall remain available for obligation for one fiscal year beyond that for which they are appropriated.

JUDICIAL REVIEW

SEC. 801. (a) Any person affected by the enforcement or nonenforcement in the SMSA in which he resides of any provision of this Act may petition the Secretary for an expedited hearing of his complaint.

(b) Within sixty days of receiving such petition the Secretary shall hold a formal hearing to determine whether the provisions and purposes of this Act are being carried out in the cause raised by the petitioner. A transcript shall be kept of the proceedings of the hearing.

(c) Within thirty days after the date of the hearing, the Secretary shall issue a decision in writing which sets forth his findings and appropriate orders.

(d) The Secretary's decision shall be reviewable, upon petition, by the United States Court of Appeals for the District of Columbia Circuit. The findings of fact by the Secretary, if supported by substantial evidence, shall be conclusive; but the court, for good cause shown, may remand the case to the Secretary to take further evidence, and the Secretary may thereupon make new or modified findings of fact and may modify his previous action, and shall file in the court the record of the further proceedings. Such new or modified findings of fact shall likewise be conclusive if supported by substantial evidence.

(e) Upon the filing of such petition, the court shall have jurisdiction to affirm the action of the Secretary or to set it aside, in whole or in part. The judgment of the court shall be subject to review by the Supreme Court of the United States upon certiorari or certification as provided in section 1254 of title 28.

LAWS REPEALED

SEC. 901. The following provisions of law are hereby repealed:

(a) Section 181 of the Elementary and Secondary Education Act Amendments of 1966.

(b) Section 422 of the Elementary and Secondary Education Act Amendments of 1970.

(c) Section 2 of the Elementary and Secondary Education Act Amendments of 1970.

(d) Sections 102 (d) and 205 (f) of the Demonstration Cities and Metropolitan Development Act of 1966.

(e) Section 401 (b) of the Civil Rights Act of 1964.

92D CONGRESS
1ST SESSION

H. R. 7429

IN THE HOUSE OF REPRESENTATIVES

APRIL 7, 1971

Mr. QUIE (for himself, Mrs. GREEN of Oregon, Mr. REID of New York, Mr. PUCINSKI, Mr. DELLENBACK, Mr. BRADEMAS, Mr. ESCH, Mr. ESHLEMAN, Mr. STEIGER of Wisconsin, Mr. HANSEN of Idaho, Mr. DENT, Mr. MAZZOLI, Mr. FORSYTHE, Mr. BADILLO, Mr. KEMP, Mr. PEYSER, and Mr. BUCHANAN) introduced the following bill; which was referred to the Committee on Education and Labor

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A BILL

To assure an opportunity for occupational education (other than that resulting in a baccalaureate or advanced degree) to every American who needs and desires such education by providing financial assistance for postsecondary occupational education programs, and to strengthen the concept of occupational preparation, counseling, and placement in elementary and secondary schools, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as "The Occupational Education Act of 1971".

FINDINGS AND STATEMENT OF PURPOSES

SEC. 2. The Congress finds and declares that—

(a) our educational system should be responsible for assuring that every young person leaving secondary school is prepared for and assisted in placement either in productive employment or in further education at the postsecondary level;

(b) the opportunity for postsecondary occupational education in programs which do not directly lead to a baccalaureate or advanced academic degree is severely limited in many parts of the Nation and is everywhere inadequate to meet existing needs, and that this situation adversely affects vital national economic and social goals;

(c) high-quality programs of postsecondary occupational education can be found in a wide variety of institutions, including public and private junior and community colleges, area vocational schools, technical institutes, private proprietary schools, college and university branches, and colleges and universities, and Federal support should encourage the utilization of all such facilities to meet the enormous needs in this field;

(d) the goals and purposes of the Congress in enacting the Vocational Education Act of 1963 and the amendments to that Act of 1968 cannot be realized until there is a widespread understanding of and support for occupational preparation in the general academic community which in turn is reflected in changed attitudes, curriculums, and practices in elementary and secondary schools; and

(e) the foregoing purposes and those of the Vocational Education Act Amendments of 1968 and related Acts cannot be realized without strong leadership and exemplary administration at the Federal level.

AUTHORIZATION OF APPROPRIATIONS

SEC. 3. For the purpose of carrying out title I of this Act, there are hereby authorized to be appropriated $100,000,000 for the fiscal year ending June 30, 1972, $250,000,000 for the year ending June 30, 1973, $500,000,000 for the year ending June 30, 1974, and for each fiscal year thereafter such sums as may be necessary to assure that the purposes of this Act are realized. From the sums appropriated for the fiscal year ending June 30, 1972, 80 per centum shall be available for the purposes of establishing a plan for administration under section 110, making planning grants under section 122, and for initiating programs under title I in those States which have complied with the planning requirements of section 122, and 20 per centum shall be available only for technical assistance under section 125 (a). From the amount appropriated for each succeeding fiscal year 85 per centum shall be available for grants to the States for carrying out title I of this Act, and 15 per centum shall be reserved to the Commissioner for grants and contracts pursuant to section 125.

ALLOTMENTS AND REALLOTMENTS AMONG STATES

SEC. 4. (a) From the sums available in the fiscal year ending June 30, 1972, for allotment to the States under section 3 the Commissioner shall first allot such sums as they may require (but not to exceed $50,000 each) to Guam, American Samoa, and the Trust Territory of the Pacific Islands, and $100,000 to each State. From the remainder of such sums he shall allot to each State an amount which bears the same ratio to such remainder as the number of persons sixteen years of age or older in such State bears to the number of such persons in all States.

(b) From the sums available in any fiscal year beginning after June 30, 1972, for allotment to the States under section 3 the Commissioner shall first allot such sums as they may require (but not to exceed $500,000 each) to Guam, American Samoa, and the Trust Territory of the Pacific Islands, and $1,000,000 to each State. From the remainder of such sums he shall allot to each State an amount which bears the same ratio to such remainder as the number of persons sixteen years of age or older in such State bears to the number of such persons in all the States.

(c) The portion of any State's allotment under subsection (a) or (b) for a fiscal year which the Commissioner determines will not be required, for the period such allotment is available, for carrying out the purposes of this Act shall be available for reallotment from time to time, on such dates during such periods as the Commissioner may fix, to other States in proportion to the original allotments to such States under subsection (a) or (b) for such year, but with such proportionate amount for any of such other States being reduced to the extent it exceeds the sum which the Commissioner estimates such State needs and will be able to use for such period, and the total of such reductions shall be similarly reallotted among the States whose proportionate amounts are not so reduced. Any amount reallotted to a State under this subsection during a year shall be deemed part of its allotment under subsection (a) or (b) for such year.

TITLE I—OCCUPATIONAL EDUCATION PROGRAMS

PART A—FEDERAL ADMINISTRATION

GENERAL RESPONSIBILITIES OF THE SECRETARY

SEC. 101. (a) The Secretary of Health, Education, and Welfare (hereinafter referred to as the Secretary) shall develop and carry out a program designed to promote and encourage occupational education, which program shall—

(1) provide for the administration by the Com-

missioner of Education of grants to the States authorized by this title;

(2) assure that manpower needs in subprofessional occupations in education, health, rehabilitation, and community and welfare services are adequately considered in the development of programs under this Act;

(3) promote and encourage the coordination of programs developed under this Act with those supported under the Vocational Education Act, the Manpower Development and Training Act, title I of the Economic Opportunity Act, and related activities administered by various departments and agencies of the Federal Government; and

(4) provide for the continuous assessment of needs in occupational education and for the continuous evaluation of programs supported under the authority of this Act and of related Acts.

(b) The Secretary shall establish (or designate) a special unit within the Office of the Secretary which—

(1) shall have the sole function of assisting the Secretary in the discharge of his responsibilities under this Act; and

(2) shall be headed by a person appointed or designated by the Secretary who shall be paid at a rate not less than that for level 5 of the Executive Schedule (title V, section 5316, United States Code).

GENERAL RESPONSIBILITIES OF THE COMMISSIONER OF EDUCATION

SEC. 102. The Commissioner of Education (hereinafter referred to as the Commissioner) shall, in addition to the specific responsibilities imposed by this Act develop and carry out a program of occupational education that will—

(1) coordinate all programs administered by the Commissioner which relate to or have an effect upon occupational education so as to provide the maximum practicable support for the objectives of this Act;

(2) promote and encourage the infusion into our system of elementary and secondary education of occupational preparation, counseling and guidance, and job placement or placement in postsecondary-occupational education programs as a responsibility of the schools;

(3) utilize research and demonstration programs administered by him to assist in the development of new and improved instructional methods and technology for occupational education and in the design and testing of models of schools or school systems which place occupational education on an equal footing with academic education;

(4) assure that the Education Professions Development Act and similar programs of general application will be so administered as to provide a degree of support

for vocational, technical, and occupational education commensurate with national needs and more nearly representative of the relative size of the population to be served; and

(5) develop and disseminate accurate information on the status of occupational education in all parts of the Nation, at all levels of education, and in all types of institutions, together with information on occupational opportunities available to persons of all ages.

ESTABLISHMENT OF BUREAU OF OCCUPATIONAL EDUCATION

SEC. 103. (a) There is hereby established in the United States Office of Education a Bureau of Occupational Education which shall be the principal agency within the Office of Education for the administration of this Act, the Vocational Education Act of 1963, the Adult Education Act of 1966, and functions of the Office of Education relating to manpower training and development.

(b) (1) The Bureau shall be headed by a person (appointed or designated by the Commissioner) who is highly qualified in the fields of vocational-technical and occupational education, who is accorded the rank of Deputy Commissioner, and who is compensated at the rate specified for GS–18 of the General Schedule (5 U.S.C. 5332).

(2) Additional positions shall be assigned to the Bureau as follows—

(A) not less than three positions compensated at the rate specified for GS–17 of the General Schedule (5 U.S.C. 5332), one of which shall be filled by a person with broad experience in the field of junior and community college education;

(B) not less than seven positions compensated at the rate specified for GS–16 of the General Schedule (5 U.S.C. 5332), at least two of which shall be filled by persons with broad experience in the field of post-secondary-occupational education in community and junior colleges, at least one of which shall be filled by a person with broad experience in education in private proprietary institutions, and at least one of which shall be filled by a person with professional experience in occupational guidance and counseling; and

(C) not less than three positions compensated at the rate specified for GS–15 of the General Schedule (5 U.S.C. 5332) which shall be filled by persons at least one of whom is a skilled worker in a recognized occupation, another is a subprofessional technician in one of the branches of engineering, and the other is a subprofessional worker in one of the branches of social or medical services, who shall serve as senior advisers in the implementation of this Act.

PART B—STATE ADMINISTRATION

DESIGNATION BY GOVERNOR

SEC. 110. (a) The Governor of any State desiring to participate in the programs authorized by this Act shall in accordance with State law designate or establish a State agency which will have sole responsibility for fiscal management and administration of the program, and which will provide assurances satisfactory to the Commissioner that—

(1) such State agency shall submit to the Commissioner a plan of administration which makes adequate provision for effective participation in the planning, design, administration, and evaluation of the programs authorized by this Act of persons with broad experience in the fields of—

(A) public and private junior and community college education,

(B) post-secondary vocational-technical education,

(C) occupational education in private, proprietary institutions,

(D) economic and industrial development,

(E) manpower development and training,

(F) academic education at the college and university level,

(G) secondary vocational-technical education,

(H) elementary and secondary education,

(I) elementary and secondary counseling and guidance, and

(J) industry, commerce, and labor.

(2) the State advisory council for vocational education will be charged with the same responsibilities with respect to programs authorized by this Act as it has with respect to programs authorized under the Vocational Education Act of 1963;

(3) there is an administrative device which provides reasonable promise for resolving differences between vocational educators, junior and community college educators, college and university educators, elementary and secondary educators, and other interested groups with respect to the administration of programs authorized under this Act; and

(4) there is adequate provision for individual institutions or groups of institutions to appeal and obtain a hearing from the State administrative agency with respect to policies, procedures, programs, or allocation of resources under this Act with which such institution or institutions disagree.

(b) The Commissioner shall approve any plan of administration which meets the requirements of subsection (a), and shall not finally disapprove any plan without affording the State administrative agency a reasonable opportunity for a hearing. Upon the final disapproval of any plan, the provisions for judicial review set forth in section 124 (b) shall be applicable.

PART C—STATE OCCUPATIONAL EDUCATION PROGRAMS

AUTHORIZATION OF GRANTS

SEC. 121. From the sums made available for grants under this part pursuant to sections 3 and 4, the Commissioner is authorized to make grants to the States to assist them in planning and administering high-quality programs of post-secondary-occupational education which will be available to all persons in all parts of the State who desire and need such education, and to promote occupational orientation and education in the regular elementary and secondary school programs.

PLANNING GRANTS

SEC. 122. (a) Upon the application of a State under section 110, the Commissioner shall make available to the State the amount of its allocation under section 4 for the following purposes—

(1) to assist the State administrative agency estab-

lished or designated by the Governor in meeting the requirements of section 110;

(2) to strengthen the State Advisory Council on Vocational Education in order that it may effectively carry out the additional functions imposed by this Act; and

(3) to enable the agency designated by the Governor under section 110 to initiate and conduct a comprehensive program of planning for the establishment and carrying out of programs authorized by this Act.

(b) (1) Planning activities initiated under clause (3) of subsection (a) shall include—

(A) an assessment of the existing capabilities and facilities for the provision of post-secondary-occupational education, together with existing needs and projected needs for such education in all parts of the State;

(B) thorough consideration of the most effective means of utilizing all existing institutions within the State capable of providing the kinds of programs funded under this Act, including (but not limited to) both private and public junior and community colleges, area vocational schools, accredited private proprietary institutions, technical institutes, manpower skill centers, branch institutions of State colleges or universities, and public and private colleges and universities;

(C) the design of high-quality instructional programs to meet the needs for post-secondary-occupational education and the development of an order of priorities for placing these programs in operation;

(D) the development of a long-range strategy for infusing occupational education (including general orientation, counseling and guidance, and placement either in a job or in post-secondary-educational programs) into elementary and secondary schools on an equal footing with traditional academic education, to the end that every child who leaves secondary school is prepared either to enter productive employment or to undertake additional education at the postsecondary level, but without being forced prematurely to make an irrevocable commitment to a particular educational or occupational choice; and

(E) the development of procedures to insure continuous planning and evaluation, including the regular collection of data which would be readily available to the State administrative agency, the State advisory council on vocational education, individual educational institutions, and other interested parties (including concerned private citizens).

(2) Planning activities carried out under this section shall involve the active participation of—

(A) the State board for vocational education;

(B) the State agency having responsibility for junior and community colleges;

(C) the State agency having responsibility for higher education institutions or programs;

(D) the State agency responsible for administering public elementary and secondary education;

(E) the State agency responsible for programs of adult basic education;

(F) representatives of all types of institutions in the State which are conducting or which have the capability and desire to conduct programs of postsecondary occupational education;

(G) representatives of private, nonprofit elementary and secondary schools;

(H) the State employment security agency, the State agency responsible for apprenticeship programs, and other agencies within the State having responsibility for administering manpower development and training programs;

(I) the State agency responsible for economic and industrial development; and

(J) representatives of business, industry, organized labor, and the general public.

(c) The Commissioner shall not approve any application for a grant under section 123 of this Act unless he is reasonably satisfied that the planning described in this section (whether or not assisted by a grant under this section) has been carried out.

PROGRAM GRANTS

SEC. 123. (a) From the allotments available to the States under section 4(b) (upon application by the State administrative agency designated under section 110), the Commissioner shall make grants to any State which has satisfied the requirements of section 124. Such grants may be used for the following purposes—

(1) the design, establishment, and conduct of programs of post-secondary-occupational education (or the expansion and improvement of existing programs) as defined by section 127 of this Act;

(2) the design, establishment, and conduct of programs to carry out the long-range strategy developed pursuant to section 122(b)(1)(D) for infusing into elementary and secondary education occupational preparation, which shall include methods of involving secondary schools in occupational placement and methods of providing followup services and career counseling and guidance for persons of all ages as a regular function of the educational system;

(3) special training and preparation of persons to

equip them to teach, administer, or otherwise assist in carrying out programs authorized under this Act (such as programs to prepare journeymen in the skilled trades or occupations for teaching positions);

(4) planning and evaluation activities designed pursuant to section 122(b)(1)(E); and

(5) the leasing, renting, or remodeling of facilities required to carry out programs authorized by this Act.

(b) Programs authorized by this Act may be carried out through contractual arrangements with private organizations and institutions organized for profit where such arrangements can make a contribution to achieving the purposes of this Act by providing substantially equivalent education, training, or services more readily or more economically, or by preventing needless duplication of expensive physical plant and equipment, or by providing needed education or training of the types authorized by this Act which would not otherwise be available.

ASSURANCES FROM THE STATES; PROVISIONS FOR JUDICIAL REVIEW

SEC. 124. (a) Before making any program grant under this Act the Commissioner shall receive from the State administrative agency assurances satisfactory to him that—

(1) the planning requirements of section 122 have been met;

(2) the State advisory council on vocational education has had a reasonable opportunity to review and make recommendations concerning the design of the programs for which the grant is requested;

(3) Federal funds made available under this Act will result in improved postsecondary occupational education programs, and in no case supplant State, local, or private funds;

(4) provision has been made for such fiscal control and fund accounting procedures as may be necessary to assure proper disbursement of, and accounting for, Federal funds paid to the State under this Act;

(5) to the extent consistent with the number of students enrolled in nonprofit private schools in the area to be served by an elementary or secondary school program funded under this Act, provision has been made for the effective participation of such students; and

(6) provides for making such reports in such form and containing such information as the Commissioner may reasonably require to carry out his functions under this Act.

(b) (1) Whenever the Commissioner, after reasonable notice and opportunity for a hearing to the State administrative agency, finds that any of the assurances required by subsection (a) are unsatisfactory, or that in the administration of the program there is a failure to comply with such assurances or with other requirements of the Act, the Commissioner shall notify the administrative agency that no further payments will be made to the State under this Act until he is satisfied that there has been or will be compliance with the requirements of the Act.

(2) A State administrative agency which is dissatisfied with a final action of the Commissioner under this section or under section 110 (respecting approval of a State plan for administration) may appeal to the United States court of appeals for the circuit in which the State is located, by filing a petition with such court within sixty days after such final action. A copy of the petition shall be forthwith transmitted by the clerk of the court to the Commissioner, or any officer designated by him for that purpose. The Commissioner thereupon shall file in the court the record of the proceedings on which he based his action, as provided in section 2112 of title 28, United States Code. Upon the filing of such petition, the court shall have jurisdiction to affirm the action of the Commissioner or to set it aside, in whole or in part, temporarily or permanently but until the filing of the record the Commissioner may modify or set aside his action. The findings of the Commissioner as to the facts, if supported by substantial evidence, shall be conclusive, but the court, for good cause shown, may remand the case to the Com-

missioner to take further evidence, and the Commissioner may thereupon make new or modified findings of fact and may modify his previous action, and shall file in the court the record of the further proceedings. Such new or modified findings of fact shall likewise be conclusive if supported by substantial evidence. The judgment of the court affirming or setting aside, in whole or in part, any action of the Commissioner shall be final, subject to review by the Supreme Court of the United States upon certiorari or certification as provided in section 1254 of title 28, United States Code. The commencement of proceedings under this subsection shall not, unless so specifically ordered by the court, operate as a stay of the Commissioner's action.

TECHNICAL ASSISTANCE AND MODEL PROGRAMS

SEC. 125. (a) The Commissioner shall make available (to the extent practicable) technical assistance to the States in planning, designing, and carrying out programs authorized by this Act upon the request of any Governor or State administrative agency, and the Commissioner shall take affirmative steps to acquaint all interested organizations, agencies, and institutions with the provisions of this Act and to enlist broad public understanding of its purposes.

(b) From the sums reserved to the Commissioner under section 3, he shall by grant or contract provide assistance—

(1) for the establishment and conduct of model or

demonstration programs which in his judgment will promote the achievement of one or more purposes of this Act and which might otherwise not be carried out (or be carried out soon enough or in such a way as to have the desirable impact upon the purposes of the Act);

(2) as an incentive or supplemental grant to any State administrative agency which makes a proposal for advancing the purposes of this Act which he feels holds special promise for meeting occupational education needs of particular groups or classes of persons who are disadvantaged or who have special needs, when such proposal could not reasonably be expected to be carried out under the regular State program; and

(3) for particular programs or projects eligible for support under this Act which he believes to have a special potential for helping to find solutions to problems on a regional or national basis.

(c) In providing support under subsection (b) the Commissioner may as appropriate make grants to or contracts with public or private agencies, organizations, and institutions, but he shall give first preference to applications for projects or programs which are administered by or approved by State administrative agencies, and he shall in no case make a grant or contract within any State without first having afforded the State administrative agency reasonable notice and opportunity for comment and for making recommendations.

PAYMENTS

SEC. 126. Payments under this Act may be made in installments and in advance or by way of reimbursement, with necessary adjustments on account of overpayments or underpayments.

DEFINITIONS

SEC. 127. For the purpose of this Act—

(1) the term "State" includes the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, and (except for the purposes of subsections (a) and (b) of section 4) Guam, American Samoa, and the Trust Territory of the Pacific Islands;

(2) the term "post-secondary-occupational education" means education, training, or retraining for persons sixteen years of age or older who have graduated from or left elementary or secondary school, conducted by an institution legally authorized to provide postsecondary education within a State, which is designed to prepare individuals for gainful employment as semiskilled or skilled workers or technicians or subprofessionals in recognized occupations (including new and emerging occupations) or to prepare individuals for enrollment in advanced

technical education programs, but excluding any program to prepare individuals for employment in occupations which the Commissioner determines, and specifies by regulation, to be generally considered professional or which requires a baccalaureate or advanced degree;

(3) the term "Governor" means the Governor of a State or the chief executive officer (however described) or any jurisdiction treated as a State under this Act.

TITLE II—CONFORMING AND SUPPORTING AMENDMENTS TO OTHER ACTS

SEC. 201. (a) Section 203 (a) (3) of the Elementary and Secondary Education Act of 1965 is amended by striking out "and" at the end of clause (B), striking out the semicolon at the end of clause (B) and inserting in lieu thereof ", and", and by inserting a new clause as follows:

"(D) provide assurance that equal consideration shall be given to the needs of elementary and secondary schools for library resources, textbooks, and other printed and published materials utilized for instruction, orientation, or guidance and counseling in occupational education."

(b) Section 303 (b) (3) of such Act is amended by redesignating clauses (C), (D), (E), (F), (G), (H), (I), and (J), respectively, as clauses (D), (E), (F), (G), (H), (I), (J), and (K), and by inserting a new clause as follows:

"(C) programs designed to encourage the development in elementary and secondary schools of occupational information and counseling and guidance, and instruction in occupational education on an equal footing with traditional academic education;".

(c) Section 503(4) of such Act is amended by redesignating clauses (A), (B), and (C), respectively, as clauses (B), (C), and (D), and by inserting a new clause as follows:

"(A) the development in elementary and secondary schools of programs of occupational information, counseling and guidance, and instruction in occupational education on an equal footing with traditional academic education,".

SEC. 202. (a) (1) Section 104(a) (2) of the Vocational Education Act of 1963 (relating to the duties of the National Advisory Council on Vocational Education) is amended by inserting after "under this title" each time it appears ", and under title I of the Occupational Education Act of 1971,".

(2) Section 104 of such Act is further amended by redesignating subsection (c) as subsection (d) and by inserting a new subsection as follows:

"(c) State advisory councils also shall perform with respect to the programs carried out under title I of the Occupational Education Act of 1971 functions identical with or analogous to those assigned under this title, and the Commissioner shall assure that adequate funds are made available to such Councils from funds appropriated to carry out title I of that Act (without regard to whether such funds have been allotted to States) to enable them to perform such functions."

92D CONGRESS
1ST SESSION

S. 1557

IN THE HOUSE OF REPRESENTATIVES

APRIL 28, 1971

Referred to the Committee on Education and Labor

AN ACT

To provide financial assistance to local educational agencies in order to establish equal educational opportunities for all children, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Emergency School Aid and Quality Integrated Education Act of 1971".

POLICY WITH RESPECT TO THE APPLICATION OF CERTAIN PROVISIONS OF FEDERAL LAW

SEC. 2. It is the policy of the United States that guidelines and criteria established pursuant to title VI of the Civil Rights Act of 1964, section 182 of the Elementary and Secondary Education Amendments of 1966, and this

Act, shall be applied uniformly in all regions of the United States in dealing with conditions of segregation by race whether de jure or de facto in the schools of the local educational agencies of any State without regard to the origin or cause of such segregation.

FINDINGS AND PURPOSE

SEC. 2A. (a) The Congress hereby finds that the process of establishing and maintaining stable, quality, integrated schools and eliminating or preventing minority group isolation improves the quality of education for all children and often involves the expenditure of additional funds to which local educational agencies do not have access.

(b) It is the purpose of this Act (1) to encourage comprehensive planning for the elimination of minority group isolation in school systems throughout the Nation, (2) to provide financial assistance to encourage the establishment and maintenance of stable, quality integrated schools throughout the Nation, serving students from all backgrounds, which offer enriched educational opportunities derived from the presence of children from diverse backgrounds in an environment sensitive to the potential contribution of each child to the education of all, through the use of modern educational methods, practices, and techniques, including, where appropriate, programs of integrated bilingual, bicultural education, (3) to assist in eliminating minority group isolation in public school systems throughout the Nation, and (4) to aid schoolchildren in overcoming the educational disadvantages of minority group isolation.

APPROPRIATIONS

SEC. 3. (a) The Commissioner, shall, in accordance with the provisions of this Act, carry out a program designed to achieve the purposes set forth in section 2A (b). There are authorized to be appropriated to the Commissioner, for the purpose of carrying out this Act, $500,000,000 for the period beginning with the enactment of this Act and ending June 30, 1972, and $1,000,000,000 for the fiscal year ending June 30, 1973. Funds so appropriated shall remain available for obligation and expenditure during the fiscal year succeeding the fiscal year for which they are appropriated, except that funds reserved pursuant to subsection (b) shall remain available until expended.

(b) (1) From the sums appropriated pursuant to subsection (a) for any fiscal year, the Commissioner shall reserve an amount equal to 15 per centum thereof for the purposes of section 8.

(2) From the sums appropriated pursuant to subsection (a) for any fiscal year, the Commissioner shall reserve an amount equal to 15 per centum thereof for the purposes of sections 7 (a) and (c), and 10, of which—

(A) not less than an amount equal to 4 per centum of such sum shall be for the purposes of section 7(c); and

(B) not less than an amount equal to 3 per centum of such sums shall be for the purposes of section 10.

APPORTIONMENT AMONG STATES

SEC. 4. (a) (1) From the sums appropriated pursuant to section 3(a) which are not reserved under section 3(b) or 12 for any fiscal year, the Commissioner shall apportion to each State for grants and contracts within that State an amount which bears the same ratio to such sums as the number of minority group children enrolled in elementary and secondary schools in that State bears to the number of such children in all the States, except that the amount apportioned to any State shall not be less than $100,000.

(2) Of the amount apportioned to each State under paragraph (1), the Commissioner shall, in accordance with criteria established by regulation, reserve not in excess of 22 per centum thereof for grants to, and contracts with, local educational agencies in that State pursuant to section 5(b).

(3) Of the amount apportioned to each State under paragraph (1), the Commissioner shall reserve not less than 15 per centum thereof for grants and contracts in that State pursuant to section 7(b).

(b) The amount of any State's apportionment under subsection (a) which exceeds the amount which the Commissioner determines, in accordance with criteria established by regulation, will be required during the period for which the apportionment is available for programs and projects within such State, shall be available for reapportionment from time to time, on such dates during such period as the Commissioner shall fix by regulation, to other States in proportion to the original apportionments to such States under subsection (a). If the Commissioner determines, in accordance with criteria established by regulation, that the amount which would be reapportioned to a State under the first sentence of this subsection exceeds the amount which will be required during the period of the apportionment for programs and projects within such State, the amount of such State's reapportionment shall be reduced to the extent of such excess, and the total amount of any reductions pursuant to this sentence shall be available for reapportionment under the first sentence of this subsection. Any amount reapportioned to a State under this subsection during the period of any apportionment shall be deemed a part of its apportionment for that period. Any amount reserved pursuant to paragraph (3) of subsection (a) and reapportioned under this subsection shall be used solely for the purposes for which it was originally reserved

ELIGIBILITY FOR ASSISTANCE

SEC. 5. (a) (1) (A) The Commissioner is authorized to make a grant to, or a contract with, a local educational agency—

(i) which is implementing a plan—

(I) which has been undertaken pursuant to a final order issued by a court of the United States, or a court of any State, which requires the desegregation of minority group segregated children or faculty in the elementary and secondary schools of such agency, or otherwise requires the elimination or reduction of minority group isolation in such schools; or

(II) which has been approved by the Secretary as adequate under title VI of the Civil Rights Act of 1964 for the desegregation of minority group segregated children or faculty in such schools;

(ii) which, without having been required to do so, has adopted and is implementing, or will, if assistance is made available to it under this Act, adopt and implement, a plan for the complete elimination of minority group isolation in all the minority group isolated schools of such agency; or

(iii) which has adopted and is implementing, or will, if assistance is made available to it under this Act, adopt and implement, a plan—

(I) to eliminate or reduce minority group isolation in one or more of the minority group isolated schools of such agency,

(II) to reduce the total number of minority group children who are in minority group isolated schools of such agency, or

(III) to prevent minority group isolation reasonably likely to occur (in the absence of assistance under this Act) in any school of such agency, in which school at least 20 per centum, but not more than 60 per centum, of the enrollment consists of such children.

(B) No local educational agency shall be eligible under subparagraph (A) unless the Commissioner determines, in accordance with regulations, that the local educational agency will establish or maintain or has established and will maintain at least one stable, quality integrated school and that the agency has adopted a comprehensive districtwide plan for the elimination of minority group isolation, to the maximum extent possible, in all schools of such agency.

(2) (A) The Commissioner is authorized, in accordance with special eligibility criteria established by regulation for the purposes of this paragraph, to make grants to, and contracts with, local educational agencies for the purposes of section 8 (a) (1).

(B) A local educational agency shall be eligible for assistance under this paragraph only if—

(i) such agency is located within, or adjacent to, a Standard Metropolitan Statistical Area;

(ii) the schools of such agency are not attended by minority group children in a significant number or proportion; and

(iii) such local educational agency has made joint arrangements with a local educational agency, located within that Standard Metropolitan Statistical Area, and the schools of which are attended by minority group children in a significant proportion, for the establishment or maintenance of one or more stable, quality integrated schools as provided in section 8(a)(1).

(3) (A) Upon a determination by the Commissioner—

(i) that more than 50 per centum of the number of children in attendance at the schools of a local educational agency is minority group children;

(ii) that such local educational agency has adopted a comprehensive districtwide plan which meets the requirements of subparagraph (B) of paragraph (1) of this section; and

(iii) that such local educational agency has applied for and will receive at least an equal amount of assistance under subsection (b);

the Commissioner is authorized to make a grant to, or contract with, such local educational agency for the establishment or maintenance of one or more stable, quality integrated schools as defined in subparagraph (B).

(B) For the purposes of this paragraph (3), an integrated school shall be a school with (i) an enrollment in which a substantial proportion of the children is from educationally advantaged backgrounds, and in which the Commissioner determines that the number of nonminority group children constitutes that proportion of the enrollment which will achieve stability, in no event more than 60 per centum thereof, and (ii) a faculty which is representative of the minority group and nonminority group population of the larger community in which it is located, or, whenever the Commissioner determines that the local educational agency concerned is attempting to increase the proportions of minority group teachers, supervisors, and administrators in its employ, a faculty which is representative of the minority group and nonminority group faculty employed by the local educational agency.

(b) The Commissioner is authorized to make grants to, or contracts with, local educational agencies, which are eligible under subsection (a), for unusually promising pilot programs or projects designed to overcome the adverse effects of minority group isolation by improving the academic achievement of children in one or more minority group isolated schools, if he determines that the local educational agency had a number of minority group children enrolled in its schools, for the fiscal year preceding the fiscal year for which assistance is to be provided, (1) is at least 15,000, or (2) constitutes more than 50 per centum of the total number of children enrolled in such schools.

(c) No local educational agency making application under this section shall be eligible to receive a grant or contract in an amount in excess of the amount determined by the Commissioner, in accordance with regulations setting forth criteria established for such purpose, to be the additional cost to the applicant arising out of activities authorized under this Act, above that of the activities normally carried out by the local educational agency.

(d) (1) No local educational agency shall be eligible for assistance under this Act if it has, after the date of enactment of this Act—

(A) transferred (directly or indirectly by gift, lease, loan, sale, or other means) real or personal property to, or made any services available to, any nonpublic school or school system (or any organization controlling, or intending to establish, such a school or school system) without prior determination that such nonpublic school or school system (i) is not operated on a racially segregated basis as an alternative for children seeking to avoid attendance in desegregated public schools, and (ii) does not otherwise practice, or permit to be practiced, discrimination on the basis of race, color, or national origin in the operation of any school activity;

(B) had in effect any practice, policy, or procedure which results (or has resulted) in the disproportionate demotion or dismissal of instructional or other personnel from minority groups in conjunction with desegregation or the conduct of an activity described in section 5, or otherwise engaged in discrimination based upon race, color, or national origin in the hiring, promotion, or assignment of employees of the agency (or other personnel for whom the agency has any administrative responsibility);

(C) in conjunction with desegregation or the conduct of an activity described in section 5, had in effect any procedure for the assignment of children to or within classes which results in the separation of minority group from nonminority group children for a substantial portion of the school day: *Provided, however,* That the foregoing does not prohibit the use of bona fide ability grouping by a local education agency as a standard pedagogical practice; or

(D) had in effect any other practice, policy, or procedure, such as limiting curricular or extracurricular activities (or participation therein by children) in order to avoid the participation of minority group children in such activities, which discriminates among children on the basis of race, color, or national origin;

except that, in the case of any local educational agency which is ineligible for assistance by reason of clause (A), (B), (C), or (D), such agency may make application for a waiver of ineligibility, which application shall specify the reason for its ineligibilty, contain such information and assurances as the Secretary shall require by regulation in order to insure that any practice, policy, or procedure, or other activity resulting in the ineligibility has ceased to exist or occur and include such provisions as are necessary to insure that such activities do not reoccur after the submission of the application.

(2) (A) Except as is provided in subparagraph (B), no local educational agency shall be eligible for assistance under this Act or for a waiver under paragraph (1) if—

(i) after August 18, 1970, it has caused to exist or occur, or has permitted to exist or occur, any transaction, practice, policy, or procedure described in clause (A), (B), (C), or (D) of paragraph (1) which would have rendered it ineligible if such transaction, practice, policy, or procedure existed or occurred after the date of enactment of this Act; and

(ii) it has received assistance under the paragraph headed "Emergency School Assistance" in the Office of Education Appropriations Act, 1971 (Public Law 91-380).

(B) (i) In the case of any local educational agency which is ineligible for assistance under this Act by reason of subparagraph (A), such agency may make a special application for a waiver of its ineligibility, which application shall include (I) all the specifications, procedures, assurances, and. other information required for a waiver under the exception set forth in paragraph (1), and (II) in addition, such other data, plans, assurances, and information as the Secretary shall require in order to insure compliance with this subparagraph (B).

(ii) The additional matters required by the Secretary under clause (II) of subparagraph (B) (i) shall at least include sufficient information as to enable the Commissioner to evaluate properly the application submitted under section 9 by the applicant for a special waiver under this subparagraph (B) and advise the Secretary with respect to the merit of the program for which assistance is sought.

(3) Applications for waivers under paragraphs (1) and (2) may be approved only by the Secretary. The Secretary's functions under this paragraph shall, notwithstanding any other provision of law, not be delegated.

(4) No application for assistance under this Act shall be approved prior to a determination by the Commissioner that the applicant is not ineligible by reason of this subsection. No waiver under paragraph (2) shall be granted until the Commissioner has determined that the special applicant has submitted an application under section 9 proposing a program or project of extraordinary merit.

(5) All determinations pursuant to this subsection shall be carried out in accordance with criteria and investigative procedures established by regulations of the Secretary for the purpose of compliance with this subsection.

(6) All determinations and waivers pursuant to this subsection shall be in writing. The Committee on Labor and Public Welfare of the Senate and the Committee on Education and Labor of the House of Representatives shall each be given notice of an intention to grant any waiver under this subsection, which notice shall be accompanied by a copy of the proposed waiver for which notice is given and copies of all determinations relating to such waiver. The Commissioner shall not approve an application by a local educational agency which requires a waiver under this subsection prior to thirty

days after receipt of the notice required by the preceding sentence by the chairman of the Committee on Labor and Public Welfare of the Senate and the chairman of the Committee on Education and Labor of the House of Representatives.

AUTHORIZED ACTIVITIES

SEC. 6. (a) Sums appropriated pursuant to section 3 (a) and apportioned to a State pursuant to section 4 (which have not been reserved under paragraph (2) or (3) of section 4 (a)) shall be available for grants to, and contracts with, local educational agencies in that State which have been established as eligible under section 5 (a), to assist such agencies in carrying out the following programs and projects under the comprehensive districtwide plan submitted pursuant to section 5 (a) as necessary and appropriate to carry out the purposes of this Act:

(1) The development and use of new curricula and instructional methods, practices, and techniques (and the acquisition of instructional materials relating thereto) to support a program of instruction for children from all racial, ethnic, and economic backgrounds, including instruction in the language and cultural heritage of minority groups.

(2) Remedial services, beyond those provided under

the regular school program conducted by the local educational agency, including student-to-student tutoring.

(3) Guidance and counseling services, beyond those provided under the regular school program conducted by the local educational agency, designed to promote mutual understanding among minority group and nonminority group parents, children, and teachers.

(4) Administrative and auxiliary services to facilitate the success of the project.

(5) Community activities, including public information efforts, in support of a plan, program, project, or other activities described in this section.

(6) Recruiting, hiring, and training of teacher aides: *Provided*, That in recruiting teacher aides, preference shall be given to parents of children attending schools assisted under section 5 (a).

(7) Inservice teacher training designed to enhance the success of schools assisted under section 5 (a) through contracts with institutions of higher education, or other institutions, agencies, and organizations individually determined by the Commissioner to have special competence for such purpose.

(8) Planning programs and projects under this section, the evaluation of such programs and projects, and dissemination of information with respect to such programs and projects.

(9) Repair or minor remodeling or alteration of existing school facilities (including the acquisition, installation, modernization, or replacement of instructional equipment) and the lease or purchase of mobile classroom units or other mobile educational facilities.

In the case of programs and projects involving activities described in paragraph (9), the inclusion of such activities must be found to be a necessary component of, or necessary to facilitate, a program or project involving other activities described in this section or subsection (b), and in no case involve an expenditure in excess of 10 per centum of the amount made available to the applicant to carry out the program or project. The Commissioner shall by regulation define the term "repair or minor remodeling or alteration".

(b) Sums reserved under section 4(a)(2) with respect to any State shall be available for grants to, and contracts with, local educational agencies in that State making application for assistance under section 5(b) to carry out innovative pilot programs and projects which are specifically designed to assist in overcoming the adverse effects of minority group isolation, by improving the educational achievement of children in minority group isolated schools, including only the activities described in paragraphs (1) through (9) of subsection (a), as they may be used to accomplish such purpose.

(c) Sums appropriated as set forth in section 6 shall also be available for grants to, and contracts with, any local educational agencies in such State, to assist such agencies in carrying out programs as may be required or provided for in the court order applicable to such agency referred to in section 5 (a) (1) (A) (i) (I).

SPECIAL PROGRAMS AND PROJECTS

SEC. 7. (a) (1) Amounts reserved by the Commissioner pursuant to section 3 (b) (2), which are not designated for the purposes of clause (A) or (B) thereof, shall be available to him for grants and contracts under this subsection.

(2) The Commissioner is authorized to make grants to, and contracts with, State and local educational agencies, and other public and private nonprofit agencies and organizations (or a combination of such agencies and organizations) for the purpose of conducting special programs and projects carrying out activities otherwise authorized by this Act, which the Commissioner determines will make substantial progress toward achieving the purposes of this Act.

(b) From the amounts reserved pursuant to section 4 (a) (3), the Commissioner is authorized to make grants to, and contracts with, public and private nonprofit agencies, institutions, and organizations (other than local educational agencies and nonpublic elementary and secondary schools) for programs and projects to promote equality of educational opportunity, through facilitating the participation of parents, students, and teachers in the design and implementation of comprehensive educational planning; the provision of services which will enable parents to become effective participants in the educational process; the conduct of activities which foster understanding among minority group and nonminority group parents, children, teachers, and school officials, including public information and school-community relations activities; and the conduct of school-related activities to reinforce student growth and achievement.

(c) (1) The Commissioner shall carry out a program to meet the needs of minority group children who are from an environment in which a dominant language is other than English and who, because of language barriers and cultural differences do not have equality of educational opportunity. From the amount reserved pursuant to section 3 (b) (2) (B), the Commissioner is authorized to make grants to, and contracts with—

(A) private nonprofit agencies, institutions, and organizations to develop curricula, at the request of one or more educational agencies which are eligible for assistance under section 5, designed to meet the special educational needs of minority group children who are from environments in which a dominant language is other than English, for the development of reading, writing, and speaking skills in the English language and in the language of their parents or grandparents, and to meet the educational needs of such children and their classmates to understand the history and cultural background of the minority groups of which such children are members;

(B) local educational agencies eligible for assistance under section 5 for the purpose of engaging in such activities;

(C) local educational agencies which are eligible to receive assistance under section 5, for the purpose of carrying out activities authorized under section 6 (a) of this Act to implement curricula developed under clauses (A) and (B) or curricula otherwise developed which the Commissioner determines meets the purposes stated in clause (A).

In making grants and contracts under this paragraph, the Commissioner shall assure that sufficient funds from the amount reserved pursuant to section 3 (b) (2) (A) remain available to provide for grants and contracts under clause (C) of this paragraph for implementation of such curricula as the Commissioner determines meet the purposes stated in clause (A) of this paragraph. In making a grant or contract under clause (C) of this paragraph, the Commissioner shall take whatever action is necessary to assure that the implementation plan includes provision adequate to insure training of teachers and other ancillary education personnel.

(2) (A) In order to be eligible for a grant or contract under this subsection—

(i) a local educational agency must establish a program or project committee meeting the requirements of subparagraph (B), which will fully participate in the preparation of the application under this subsection and in the implementation of the program or project and join in submitting such application; and

(ii) a private nonprofit agency, institution, or organization must (I) establish a program or project board of not less than ten members which meets the requirements of subparagraph (B) and which shall exercise policymaking authority with respect to the program or project and (II) have demonstrated to the Commissioner that it has the capacity to obtain the services of adequately trained and qualified staff.

(B) A program or project committee or board, established pursuant to subparagraph (A) must be broadly representative of parents, school officials, teachers, and interested members of the community or communities to be served, not less than half of the members of which shall be parents and not less than half of the members of which shall be members of the minority group, the educational needs of which the program or project is intended to meet.

(3) All programs or projects assisted under this subsection shall be specifically designed to complement any programs or projects carried out by the local educational agency under section 5. The Commissioner shall insure that programs of Federal financial assistance related to the purposes of this subsection are coordinated and carried out in a manner consistent with the provisions of this subsection, to the extent consistent with other law.

METROPOLITAN AREA PROJECTS

SEC. 8. (a) Sums reserved pursuant to section 3 (b) (1) shall be available for the following purposes:

(1) A program of grants to, and contracts with, local educational agencies which are eligible under section 5 (a) (2) in order to assist them in establishing and maintaining stable, quality integrated schools. For the purposes of this paragraph, an integrated school shall be a school with an enrollment in which a substantial proportion of the children is from educationally advantaged backgrounds, in which the proportions of minority group children are at least 50 per centum of the proportions of minority group children enrolled in all schools of the local educational agencies within the Standard Metropolitan Statistical Area, and which has a faculty and administrative staff with substantial representation of minority group persons.

(2) A program of grants to groups of local educational agencies located in Standard Metropolitan Statistical Areas, for the joint development of plans to reduce and eliminate minority group isolation, to the maximum extent possible, in the public elementary and secondary schools in Standard Metropolitan Statistical Areas, which shall, as a minimum, provide that by a date certain, but in no event later than July 1, 1983, the percentage of minority group children enrolled in each school in the Standard Metropolitan Statistical Area shall be at least 50 per centum of the percentage of minority children enrolled in all the schools in the Standard Metropolitan Statistical Area.

(3) A program of grants to local educational agencies to pay all or part of the cost of planning and constructing integrated education parks. For the purpose of this paragraph, the term "education park" means a school or cluster of such schools located on a common site, within a Standard Metropolitan Statistical Area, of sufficient size to achieve maximum economy of scale consistent with sound educational practice, providing the full range of pre-school, elementary, and secondary education, with an enrollment in which a substantial proportion of the children is from educationally advantaged backgrounds, and which is representative of the minority group and nonminority group children in attendance at the schools of the local educational agencies in

the Standard Metropolitan Statistical Area, or, if the applicant is a single local educational agency, representative of that of the local educational agency, and a faculty and administrative staff with substantial representation of minority group persons.

(b) In making grants and contracts under this section, the Commissioner shall insure that—

(1) at least one grant shall be for the purposes of paragraph (2) of subsection (a); and

(2) at least two grants shall be for the purposes of paragraph (3) of subsection (a), of which at least one shall be to assist an education park being planned, established and operated as an interdistrict project involving two or more local educational agencies.

APPLICATIONS

SEC. 9. (a) Any local educational agency desiring to receive assistance under this Act for any fiscal year shall submit to the Commissioner an application therefor for that fiscal year at such time, in such form, and containing such information as the Commissioner shall require by regulation. Such application, together with all correspondence and other written materials relating thereto, shall be made readily available to the public by the applicant and by the Commissioner. The Commissioner may approve such an application only if he determines that such application—

(1) in the case of applications under section 5, sets forth a program under which, and such policies and procedures as will assure that, (A) the applicant will use the funds received under this Act only for the activities set forth in section 6 and that the applicant will use such funds for the implementation of a comprehensive districtwide plan for the elimination, to the extent possible, of minority group isolation, and that the use of such funds by the applicant will include the implementation of a comprehensive program specifically designed to establish or maintain at least one, or more, stable, quality, integrated schools and, (B) in the case of an application under section 5(b), the applicant will initiate or expand an innovative program specifically designed to meet the educational needs of children attending one or more minority group isolated schools;

(2) has been developed—

(A) in open consultation with parents, teachers, and, where applicable, secondary school students, including public hearings at which such persons have had a full opportunity to understand the program for which assistance is being sought and to offer recommendations thereon, and

(B) except in the case of applications under section 7(c), with the participation and, subject to subsection (b), approval of a committee composed of parents of children participating in the program for which assistance is sought, teachers, and, where applicable, secondary school students, of which at least half the members shall be such parents, and at least half shall be persons from minority groups;

(3) sets forth such policies and procedures as will insure that the program for which assistance is sought will be operated in consultation with, and the involvement of, parents of the children and representatives of the area to be served, including the committee established for the purposes of clause (2) (B);

(4) sets forth such policies and procedures, and contains such information, as will insure that funds paid to the applicant under the application be used solely to pay the additional cost to the applicant in carrying out the plan and program described in the application;

(5) contains such assurances and other information as will insure that the program for which assistance is sought will be administered by the applicant, and that any funds received by the applicant, and any property derived therefrom, will remain under the administration and control of the applicant;

(6) sets forth such policies and procedures, and contains such information, as will insure that funds made

available to the applicant (A) under this Act will be so used (i) as to supplement and, to the extent practicable, increase the level of funds that would, in the absence of such funds, be made available from non-Federal sources for the purposes of the program for which assistance is sought, and for promoting the integration of the schools of the applicant, and for the education of children participating in such program, and (ii) in no case, as to supplant such funds from non-Federal sources, and (B) under any other law of the United States will, in accordance with standards established by regulation, be used in coordination with such programs to the extent consistent with such other law;

(7) in the case of an application for assistance under section 5, provides that the program or project to be assisted will involve an additional expenditure per pupil to be sesrved, determined in accordance with regulations prescribed by the Commissioner, of sufficient magnitude to provide reasonable assurance that the desired educational impact will be achieved and that funds under this Act will not be dispersed in such a way as to undermine their effectiveness;

(8) to the extent consistent with the number of minority group children in the area to be served who are enrolled in private nonprofit elementary and secondary

schools which are operated in a manner free from discrimination on the basis of race, color, or national origin, and which do not serve as alternatives for children seeking to avoid attendance in desegregated or integrated public schools, whose participation would assist in achieving the purpose of this Act, provides assurance that such agency (after consultation with the appropriate private school officials) has made provision for their participation on an equitable basis;

(9) provides that the applicant has not reduced its fiscal effort for the provision of free public education for children in attendance at the schools of such agency for the fiscal year for which assistance is sought under this Act to less than that of the second preceding fiscal year, and that the current expenditure per pupil which such agency makes from revenues derived from its local sources for the fiscal year for which assistance under this Act will be made available to such agency is not less than such expenditure per pupil which such agency made from such revenues for (A) the fiscal year preceding the fiscal year during which the implementation of a plan described in section 5(a) (1) (A) was commenced, or (B) the third fiscal year preceding the fiscal year for which such assistance will be made available under this Act, whichever is later;

(10) that the State educational agency or agencies governing the school district or school districts in which the approved program or project will be carried out have been given reasonable opportunity to offer recommendations to the applicant and to submit comments to the Commissioner;

(11) sets forth effective procedures, including provisions for objective measurement of change in educational achievement and other change to be effected by programs conducted under this Act, for the continuing evaluation of programs or projects under this Act, including their effectiveness in achieving clearly stated program goals, their impact on related programs and upon the community served, and their structure and mechanisms for the delivery of services; and

(12) provides (A) that the applicant will make periodic reports at such time, in such form, and containing such information as the Commissioner shall require by regulation, which regulation shall require at least—

(i) in the case of reports relating to performance, that the reports be consistent with specific criteria related to the program objectives, and

(ii) that the reports include information relating to educational achievement of children in the schools of the applicant,

and (B) that the applicant will keep such records and afford such access thereto as—

(i) will be necessary to assure the correctness of such reports and to verify them, and

(ii) will be necessary to assure the public adequate access to such reports and other written materials.

(b) No application under this section shall be approved which is not accompanied by a detailed written statement of approval or disapproval by the committee established pursuant to clause (2) (B) of subsection (a), which statement shall be considered by the Commissioner in making his determination, after the committee has been given an appropriate opportunity for an informal hearing, that the local educational agency had sufficient cause to proceed without committee approval, and the Commissioner shall provide a written explanation to the local educational agency and the committee.

(c) The Commissioner shall not approve an application under this section unless he determines that—

(1) the comprehensive districtwide plan submitted pursuant to section 5(a) (1) (B) or 5(a) (3) can be

reasonably expected to eliminate minority group isolation, to the maximum extent possible, in all schools of the applicant; and

(2) the funding for establishment or maintenance of the stable, quality integrated schools operated by applicant will be at a sufficient level as to achieve the purpose set forth in section 2A (b) (2).

(d) In approving applications under section 5, the Commissioner shall take into consideration (1) the extent to which the applicant will decrease minority group isolation and will prevent minority group isolation, (2) the numbers and proportions of minority group children which the applicant will place in stable, quality integrated schools, and (3) applications which offer the greatest promise of providing quality education for all children participating in the proposed project; and he shall first approve those applications from local educational agencies which place the largest numbers and proportions of minority group children in stable, quality integrated schools.

(e) No State shall reduce the amount of State aid with respect to the provision of free public education in any school district of any local educational agency within such State because of assistance made or to be made available to such agency under this Act.

EDUCATIONAL TELEVISION

SEC. 10. (a) The sums reserved pursuant to section 3 (b) (2) (B) for the purpose of carrying out this section shall be available for grants and contracts in accordance with subsection (b).

(b) (1) The Commissioner shall carry out a program of making grants to, or contracts with, not more than ten public or private nonprofit agencies, institutions, or organizations with the capability of providing expertise in the development of television programing, in sufficient number to assure diversity, to pay the cost of development and production of integrated children's television programs of cognitive and affective educational value.

(2) Television programs developed in whole or in part with assistance provided under this Act shall be made reasonably available for transmission, free of charge, and shall not be transmitted under commercial sponsorship.

(3) The Commissioner may approve an application under this section only if he determines that the applicant—

(A) will employ members of minority groups in responsible positions in development, production, and administrative staffs;

(B) will use modern television techniques of research and production; and

(C) has adopted effective procedures for evaluating education and other change achieved by children viewing the program.

DEFINITIONS

SEC. 11. Except as otherwise specified, the following definitions shall apply to the terms used in this Act:

(1) The term "Commissioner" means the Commissioner of Education; and the term "Secretary" means the Secretary of Health, Education, and Welfare.

(2) The term "current expenditure per pupil" for a local educational agency means (1) the expenditures for free public education, including expenditures for administration, instruction, attendance and health services, pupil transportation services, operation and maintenance of plant, fixed charges, and net expenditures to cover deficits for food services and student body activities, but not including expenditures for community services, capital outlay, and debt service, or any expenditures made from any Federal funds paid to the agency, divided by (2) the number of children in average daily attendance to whom such agency provided free public education during the year for which the computation is made.

(3) The term "elementary school" means a day or residential school which provides elementary education, as determined under State law.

(4) The term "equipment" includes machinery, utilities,

and built-in equipment and any necessary enclosures or structures to house them, and includes all other items necessary for the provision of educational services, such as instructional equipment and necessary furniture, printed, published, and audiovisual instructional materials, and other related material.

(5) The term "institution of higher education" means an educational institution in any State which—

(A) admits as regular students only individuals having a certificate of graduation from a high school, or the recognized equivalent of such a certificate;

(B) is legally authorized within such State to provide a program of education beyond high school;

(C) provides an educational program for which it awards a bachelor's degree; or provides not less than a two-year program which is acceptable for full credit toward such a degree, or offers a two-year program in engineering, mathematics, or the physical or biological sciences which is designed to prepare the student to work as a technician and at a semiprofessional level in engineering, scientific, or other technological fields which require the understanding and application of basic engineering, scientific, or mathematical principles or knowledge;

(D) is a public or other nonprofit institution; and

(E) is accredited by a nationally recognized accrediting agency or association listed by the Commissioner for the purposes of this paragraph.

(6) The term "integrated school" means a school with an enrollment in which a substantial proportion of the children are from educationally advantaged backgrounds, and which is substantially representative of the minority group and nonminority group enrollment of the local educational agency in which it is located, and a faculty which is representative of the minority group and nonminority group population of the larger community in which it is located, or whenever the Commissioner determines that the local educational agency concerned is attempting to increase the proportions of minority group teachers, supervisors, and administrators in its employ, a faculty which is representative of the minority group and nonminority group faculty employed by the local educational agency.

(7) The term "local educational agency" means a public board of education or other public authority legally constituted within a State for either administrative control or direction of, public elementary or secondary schools in a city, county, township, school district, or other political subdivision of a State, or a federally recognized Indian reservation, or such combination of school districts, or counties as are recognized in a State as an administrative agency for its public elementary or secondary schools, or a combination of local

educational agencies; and includes any other public institution or agency having administrative control and direction of a public elementary or secondary school.

(8) (A) The term "minority group" refers to (i) persons who are Negro, American Indian, Spanish-surnamed American, Portuguese, or Oriental; and (ii) (except for the purposes of section 4), as determined by the Secretary, persons who are from environments in which a dominant language is other than English and who, as a result of language barriers and cultural differences, do not have an equal educational opportunity, and (B) the term "Spanish-surnamed American" includes persons of Mexican, Puerto Rican, Cuban, or Spanish origin or ancestry.

(9) The terms "minority group isolated school" and "minority group isolation" in reference to a school mean a school and condition, respectively, in which minority group children constitute more than 50 per centum of the enrollment of a school.

(10) The term "nonprofit" as applied to a school, agency, organization, or institution means a school, agency, organization, or institution owned and operated by one or more nonprofit corporations or associations no part of the net earnings of which inures, or may lawfully inure, to the benefit of any private shareholder or individual.

(11) The term "secondary school" means a day or

residential school which provides secondary education, as determined under State law, except that it does not include any education provided beyond grade 12.

(12) The term "Standard Metropolitan Statistical Area" means the area in and around a city of fifty thousand inhabitants or more as defined by the Office of Management and Budget.

(13) The term "State" means one of the fifty States or the District of Columbia.

(14) The term "State educational agency" means the State board of education or other agency or officer primarily responsible for the State supervision of public elementary and secondary schools, or, if there is no such officer or agency, an officer or agency designated by the Governor or by State law for this purpose.

EVALUATIONS

SEC. 12. The Commissioner is authorized to reserve not in excess of 1 per centum of the sums appropriated under this Act for any fiscal year for the purposes of this section. From such reservation, the Commissioner is authorized to make grants to, and contracts with, State educational agencies, institutions of higher education and private organizations, institutions, and agencies, including committees established pursuant to section 9(a)(2) for the purpose of evaluating specific programs and projects assisted under this Act.

REPORTS

SEC. 13. The Commissioner shall make periodic detailed reports concerning his activities in connection with the program authorized by this Act and the program carried out with appropriations under the paragraph headed "Emergency School Assistance" in the Office of Education Appropriations Act, 1971 (Public Law 91-380), and the effectiveness of programs and projects assisted under this Act in achieving the purposes of this Act. Such reports shall contain such information as may be necessary to permit adequate evaluation of the programs authorized by this Act, and shall be submitted to the President and to the Committee on Labor and Public Welfare of the Senate and the Committee on Education and Labor of the House of Representatives. The first report submitted pursuant to this section shall be submitted no later than ninety days after the enactment of this Act. Subsequent reports shall be submitted no less often than four times annually.

JOINT FUNDING

SEC. 14. Pursuant to regulations prescribed by the President, where funds are advanced by the Office of Education, and one or more other Federal agencies for any project or activity funded in whole or in part under this Act, any one of such Federal agencies may be designated to act for all in administering the funds advanced. In such cases, any such agency may waive any technical grant or contract requirement (as defined by regulations) which is inconsistent with the similar requirements of the administering agency or which the administering agency does not impose. Nothing in this section shall be construed to authorize (1) the use of any funds appropriated under this Act for any purpose not authorized herein, (2) a variance of any reservation or apportionment under section 3 or 4, or (3) waiver of any requirement set forth in sections 5, 6, 7, 8, 9, and 11(6).

NATIONAL ADVISORY COUNCIL

SEC. 15. (a) There is hereby established a National Advisory Council on Equality of Educational Opportunity, consisting of fifteen members, at least one-half of whom shall be representatives of minority groups, appointed by the President, which shall—

(1) advise the Secretary with respect to the operation of the program authorized by this Act, including the preparation of regulations and the development of criteria for the approval of applications;

(2) review the operation of the program (A) with respect to its effectiveness in achieving its purposes as stated in section 2A, and (B) with respect to the Commissioner's conduct in the administration of the program;

(3) meet not less than four times in the period during which the program is authorized, and submit through the Secretary, to the Congress at least two interim reports, which reports shall include a statement of its activities and of any recommendations it may have with respect to the operation of the program; and

(4) not later than December 1, 1973, submit to the Congress a final report on the operation of the program.

(b) The Commissioner shall submit an estimate under the authority of section 401 (c) and part C of the General Education Provisions Act to the Congress for the appropriations necessary for the Council created by subsection (a) to carry out its functions.

ATTORNEY FEES

SEC. 16. Upon the entry of a final order by a court of the United States against a local educational agency, a State (or any agency thereof), or the United States (or any agency thereof), for failure to comply with any provision of this Act or for discrimination on the basis of race, color, or national origin in violation of title VI of the Civil Rights Act of 1964, or the fourteenth amendment to the Constitution of the United States as they pertain to elementary and secondary education, the court, in its discretion, upon a finding that the proceedings were necessary to bring about compliance, may allow the prevailing party, other than the United States, a reasonable attorney's fee as part of the costs.

Passed the Senate April 26, 1971.

Attest: FRANCIS R. VALEO,
Secretary.

Mr. **Pucinski.** We are most anxious to find out from the people at the local level precisely what they would want in the way of legislation to help them most.

So often, we in Washington legislate and then the people in the hustings tell us that the legislation is just not solving their problems.

So we are hoping through this series of hearings to get a better perspective of precisely what the school administrators at the local level need in the way of assistance. There is no question that America is suffering a crisis in education, and we want to see whether or not we can't make some contribution toward helping resolve this crisis.

I am pleased to have with us this morning our colleagues from New York, Mr. Badillo and Mr. Biaggi, and Mr. Veysey from California, and Mrs. Hicks from Massachusetts, who are with us this morning to begin these hearings.

Mr. Badillo, would you like to make a statement?

STATEMENT OF HON. HERMAN BADILLO, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Mr. **Badillo.** Thank you, Mr. Chairman.

I want to welcome you and Mrs. Hicks to New York City for these very important hearings. The action we take on the emergency school aid legislation before us will affect the course of American education if not the whole fabric of American society for decades to come.

Four years ago the Kerner Commission said this Nation was heading toward a division into two societies, one white and one black. The 1970 census provides dramatic evidence of this trend. Whites continue to flee the central cities for the suburbs; the black population of the central cities continues to grow. The result is a pattern of de facto segregation of the races in housing, in schools, in all aspects of American life, in all sections of the country.

Mr. Chairman, this subcommittee has an opportunity to take action that may halt our slide toward apartheid and instead fulfill the promise of *Brown* v. *The Board of Education.* However, we must give up the luxury of distinguishing between de facto and de jure segregation and move positively and swiftly to attack segregation in our schools wherever it is found and whatever its cause.

It is not enough to rely on voluntary desegregation plans stimulated by financial inducements. How many of my colleagues seriously believe any school district will voluntarily move to end racial isolation because of new Federal funds?

And how many of my colleagues seriously believe that attacking racial isolation in the schools on a district-by-district basis will have any significant effect, given the pattern of residental segregaton now so evident in the North?

Yet with respect to the North, this is precisely the approach of the emergency school aid bills we are now considering. With respect to the South, on the other hand, funds go to districts desegregating involuntarily under court-ordered or HEW-approved plans. If the bills remain unchanged, then we will be perpetuating a double standard in the enforcement of desegregation and admitting defeat in our struggle against a dual society.

I am not prepared to give up the fight for quality integrated education in elementary and secondary schools—North and South, inner city and suburbs. That is why I am chief House sponsor of the Urban Education Improvement Act authored by a very able and courageous legislator, Senator Abraham Ribicoff of Connecticut.

I am very well aware of this problem, Mr. Chairman, as a former borough president of the Bronx, where we have had very serious problems just with the moving of 20 or 25 black and Puerto Rican children, in certain areas of Tremont, for example, a few years ago.

Now with the division of New York City into community school districts where each community superintendent and each school district tends to set up its own policy, it is most unlikely that there would be any voluntary agreement under which the different school superintendents, even in the Bronx, would try to get together to look upon the school picture as a total picture.

So I don't think that we can seriously pretend that school districts in New York City will move voluntarily to end racial isolation, even if there are Federal funds provided for this purpose.

We are not talking about what is going to be done immediately. We are talking about how we might begin to work toward insuring that the future generations do not become isolated as the present generation is tending to become. That is the choice we have to make, and that is why I think it is particularly important that these hearings be held in New York City, and I want to thank you for coming to New York City.

The Ribicoff-Badillo bill goes beyond the bill that was passed by the House last December and the vastly improved version that recently received bipartisan support in the Senate in several significant ways.

It establishes a uniform national school integration policy.

It defines in clear and unmistakable language minimum standards for the composition of school populations and specifies the maximum time for achieving these standards.

It requires a multidistrict or metropolitanwide approach to school integration; it assures compliance by cutting off all aid for education to noncooperating school districts and agencies; and it authorizes $2 billion annually for 10 years to achieve integrated schools.

This bill is not a substitute for the Emergency School Aid Act or the Quality Integrated Education Act, but it is only the only vehicle that holds out any promise for meaningful integration of public schools in the North.

If this subcommittee is seriously committed to integration and to quality education, then it will incorporate the Ribicoff-Badillo proposal into any bill it writes or will report it as a separate measure. We must begin today to focus on the interrelationship among these bills.

Mr. Chairman, we can no longer duck this issue. Will we act to establish and implement a truly effective nationwide school integration program, or will we stand by while the prophecy of the Kerner Commission is fulfilled? That is the choice we face. We all know then what action we must take.

Mr. Pucinski. Thank you.

Mrs. Hicks?

Mrs. Hicks. I deem it a pleasure to be here in the city that belongs to Mrs. Chisholm, Mr. Biaggi, and Mr. Badillo, and to join with them to seek a solution to the educational problems.

It does not matter what city we are in. The problems are very much the same. They may be intensified because of the increased number of children in the school or because of the geographical layout of a particular city. But in the Congress when we are seeking to write new legislation, we must meet the demands of the children, and we certainly wish for the involvement of the parents in the particular areas where we are, because we feel that only by their involvement can we have a truly complete educational picture.

I join with Mr. Badillo in seeking solutions to these problems that are facing all our children in all of our cities.

Mr. PUCINSKI. Thank you.

Mr. Biaggi?

Mr. BIAGGI. I would like to commend the chairman, Mr. Pucinski, for first, having the hearing in our city, and for his work in the educational area, and welcome him and Mrs. Hicks to the city of New York. My view in connection with this hearing and the problem concerned is that resolution of the educational problem could well be the bedrock of resolution of all the difficulties we have had in our Nation.

There are a number of questions that will be raised, and if we can provide answers to them we will have made a substantial step forward in the affairs of the Nation.

In connection with integration, when we were on *Brown* v. *Board of Education*, it was important, it was a monumental step, and the question of integration became paramount.

We have had a number of other decisions dealing with governmental segregation.

The city of New York's problem is a little different. The question that is raised here is segregation involved with housing patterns. We don't have segregation by edict or fiat. In the process of integrating other problems have developed, what happens to the children who are not bused or assigned to white schools?

There is a psychological burden developed therein. Do we transfer a student to a white school simply because it is a white school, or because it is a quality school?

What are the feelings of the parents, whites and blacks, in connection with moving their children distances from their homes?

The overriding issue, I think, in the city of New York is to provide quality schools in every area, white, Puerto Rican, black, in every area of the city of New York.

At the time of *Brown* v. *Board of Education*, the integration was vital, was symbolic, and all the efforts in that area related to a feeling within the black community that was understandable and justified.

The symbolism has diminished. What the parents are now seeking as a prime objective is quality education. If this hearing can go forward and produce some of the answers to some of the questions I raised and ultimately produce quality education we will have made a meaningful contribution. I can't emphasize sufficiently that resolution of the education problem relates directly to resolution of most of the social and racial problems in our country.

Thank you, Mr. Chairman.

Mr. PUCINSKI. Thank you very much, Mr. Biaggi.

Mr. Veysey?

Mr. VEYSEY. No statement at this time, Mr. Chairman.

Mr. **Pucinski.** We are pleased to have with us as our first witness this morning Dr. Ewald Nyquist, who is the New York State Commissioner of Education. Would you join us here at the witness table?

We are particularly grateful to have you here with us this morning, because as the State commissioner of education, you probably have the most difficult problem in the country, realizing the cosmopolitan nature of the educational system that you have to deal with.

We are most pleased and privileged to have you with us. Why don't you proceed, Dr. Nyquist, in any manner you wish? Perhaps you have a prepared statement. It will go in the record in its entirety.

Perhaps you would like to briefly digest it for the committee so that we have more time for questions.

Proceed in any manner you wish.

STATEMENT OF DR. EWALD NYQUIST, NEW YORK STATE COMMISSIONER OF EDUCATION; ACCOMPANIED BY STAFF, MR. AL MAC KINNON

Dr. **Nyquist.** Thank you, Mr. Chairman and members of the committee. I have with me my assistant, Mr. Mac Kinnon. I have a prepared statement which I would like to read in part. I will skip through it, and if you follow me, I am sure we can conclude in 10 or 15 minutes.

(The document referred to follows:)

Statement of Dr. Ewald B. Nyquist, President, the University of the State of New York and Commissioner of Education

Mr. Chairman and members of the committee, may I express my appreciation for this opportunity to address the major educational concerns of the General Subcommittee on Education, Committee on Education and Labor, United States House of Representatives. Many important future Federal actions and policies in education will find their foundation in the fundamental issues before the Subcommittee.

I shall address these areas in the following order: school desegregation and integration, general aid to education, vocational education, and juvenile delinquency.

SCHOOL DESEGREGATION AND INTEGRATION

One of the most important items of legislation before your subcommittee is the set of proposals for an Emergency School Aid Act. We strongly support such legislation if it is shaped in the ways I will describe.

The suggestions offered are based upon the actual experience of our State in integrating the schools. Our recommendations concerning the three legislative measures under consideration by the sub-committee indicate the ways in which Federal action can most substantially support the integration efforts of our State and other states.

New York has a lengthy history of commitment to equal opportunity in education and to the achievement of quality in education. I would like to supplement my remarks by providing you with various documents on our work.

In the brief time we have this morning, I want to comment on some major provisions that should be included in the final version of the Emergency School Aid Program. I will speak to these points: delineation of national policy, the definition of integrated schools, provision of incentives for school desegregation, the role of the State in administering school desegregation and integration programs, and the evaluation criteria to assess and monitor the progress of this program.

DELINEATION OF NATIONAL POLICY

The spirit expressed in HR 2266, HR 4847 and S 1557 is that segregation or isolation by minority group, regardless of its origin or cause, should be ended and the effects of this isolation should be ameliorated. We support that objective and desire to see an effective national program accomplish it.

We make a clear distinction between desegregation and integration. Desegregation, in our view, is an administrative process. It results in the dissolution of concentrations of minority group members in the schools and classrooms. Integration, on the other hand, is an educational matter. It involves the changing of attitudes, behavior, and understanding of people of all kinds and age levels. For school children, it means an environment conducive to the positive interaction of children from diverse backgrounds in which they learn that differences among peoples are not as great as similarities and that difference is a source of richness and value rather than a thing to be feared and denied. An integrated environment is one that teaches the child to judge individuals for what they are rather than by what group they belong to.

The elimination of de facto segregation is a complex issue. Yet, there are steps which can and must be taken to reduce racial or social group isolation in the public schools. Where these steps can be taken, it would be in the national interest to take them. The elimination of de jure desegregation is only part of the problem. I can see no difference in the effects of either type of segregation. Therefore, the distinction between de jure and de facto segregation should be eliminated in the final mergency school assistance bill.

DEFINITION OF INTEGRATED SCHOOLS

Knowledge about the effects of various types and degrees of integration on student achievement and their attitudes towards school and attitude towards members of other groups is not adequately reflected in the definitions of desegregation and integration in the bills before you.

In the three bills, at least three definitions of integrated schools are offered. One problem in developing the final bill is to resolve the inconsistencies of these definitions. Of greater significance is the problem that all these definitions are limited to consider desegregation or integration for an entire school district or school building rather than in any given classroom. We have found that it is highly significant for the student and his educational development that integration be maintained at the classroom level.

The available evidence indicates that racial integration is more likely to produce sound educational results if it occurs continuously from the early grades, if the proportions of the minority students in the school do not exceed approximately 30 percent and if the integration occurs at the classroom level as well.

The automatic application of classroom racial balance criteria will not necessarily be advisable. Our research indicates that including fewer than 15 percent blacks in a classroom results in a sense of isolation or large social distance between black students and all others.

Our recommendation, therefore, is that the definition of integration or desegregation in the bill take into account classroom composition, particularly at the elementary school level, and that this definition not be simplistically applied in what is a very complex and important issue.

INCENTIVES FOR SCHOOL DESEGREGATION

The accomplishment of the goals of the Emergency School Aid Bill would be enhanced by defining the eligibility criteria to read as follows:

> (1) permit financial assistance to a local educational agency when that agency has adopted a plan for the establishment or maintenance of only stable, quality, integrated schools throughout its jurisdiction;
>
> (2) permit financial assistance to a local educational agency which is implementing a plan that has been undertaken pursuant to a final court order, or order issued by any other recognized judicial authority (in some states, the Commissioner of Education has judicial authority in these respects); and
>
> (3) permit financial assistance to a state educational agency which will exercise its discretionary authority to establish integrated schools and otherwise produce equal education opportunity pursuant to plans approved by a state, which have been developed by one or more local educational agencies.

THE STATE ROLE

There has been a tendency for Federal legislative proposals, especially in the area of education, to provide for direct relationship between Washington and local educational agencies, thus bypassing state educational agencies. It has been argued that "the states" have lagged behind in innovating and have been insensitive to national priorities.

There are differences among the states in their capacity to administer programs. The Emergency School Aid Program should recognize these differences by providing flexibility allowing the administration of the Federal program by the states in accordance with the state's capacity.

In New York, the Legislature and Governor, for a number of years, have funded projects in those school districts seeking to improve the quality of education through desegregation and integration. Approximately 40 districts, regions and individually paired suburban and urban city schools voluntarily have sought state technical assistance and finances from the State Education Department for those purposes. We cannot complete the task of providing quality integrated education without additional resources.

In New York State, furthermore, the Commissioner of Education has judicial authority in matters pertaining to education and he can order a school district to desegregate.

We have wide experience in providing desegregation and integration programs at the statewide level, judicial authority and a history of progress toward integrated education. Any Emergency School Aid Act should take advantage of this capability in our State or in other states.

Our specific recommendations with regard to this aspect of the Emergency School Aid Bill follow:

(1) The Emergency School Aid monies should be expended on the basis of state plans. These plans should present an effective method of accomplishing the national purpose within the state and should represent the coordination of the state resources with those in the Federal program towards this end. The state plan, of course, would reflect Federal priorities in metropolitan area projects, interdistrict cooperation, community relations, bilingual and bicultural education and other educational programs. In the absence of a substantial state effort and effective state plan the Federal agency could and should administer the funds directly to local school districts.

Furthermore, the 80–20 split of funds suggested in HR 2266 should be amended so that one-half of the funds reserved for the U.S. Office of Education should be earmarked for state agencies for state plan and operations purposes.

(2) In accordance with the above recommendation the Emergency School Aid Act should provide that the state may make a grant to the local agency which is implementing a plan pursuant to a final order of a court of the United States or court of the state *or any other duly authorized judicial authority* (such as a Commissioner of Education) for the purpose of desegregating schools.

REPORTS AND EVALUATION

To maximize the possible effects of the Act on the establishment of stable, quality, integrated schools, the Act should require that any applications submitted for approval should contain:

(1) for each grade, indicators acceptable to the Secretary or the State Educational Agency which summarize the extent of minority group isolation in each school, and, for elementary schools, in each classroom; and

(2) summary indicators acceptable to the Secretary or State Education Agency of the progress that the local education agency plans to make during the period for which funds are requested in reducing minority group isolation for each grade, and, in elementary schools, for each classroom; and

(3) the procedures that will be used to evaluate the effectiveness of programs supported under this Act.

The applicant should be required to submit a report at the end of the funding period which:

(1) reports on changes in the extent of minority group isolation in terms of the summary indicators; and,

(2) reports on the results of the program evaluation procedures which were described in the application.

EXPERIENCE WITH ESAP 1970

The current proposed bills for emergency school aid and quality integrated education provide administrative arrangements which would not take advantage of our State's capacity to administer this program. Our experience with the

USOE administration of ESAP, which was forerunner of this program, has not been satisfactory.

In January of this year we were notified by the U.S. Commissioner of Education that the New York State allotment under the Emergency School Assistance Program, or $200,000, was to be reallocated. All school districts in New York State which applied for ESAP money were turned down by USOE. After these rejections, we submitted a proposal to further build our policy formulation capability in those directions indicated as profitable courses to take from our *Racial and Social Class Isolation Study*, and in order to emphasize the change from the process of desegregation to that of integration. Essentially the projected policy research is to discover the effects of desegregation and the attitudinal adjustments that occur and may need to be changed in order to assist the State and local schools to embark on and implement effective integration plans and activities. Our *Racial and Social Class Isolation Study* has gained national attention and, upon hearing of this projected policy research to complement and extend the earlier findings, the States of Pennsylvania and New Jersey asked to join in our first request for federal integration financial assistance. As yet we have no word of commitment from USOE. We understand that the state's original allotment has been reallocated by USOE.

With that kind of experience, I believe you can understand our concern that 32 percent of the monies under S. 1557 and 20 percent of the monies under H.R. 2266 will be administered directly by USOE.

BILINGUAL AND BICULTURAL EDUCATION

These bills also have provisions for bilingual education. I must comment on our concerns here. As many of you know, we have been disappointed in the amount of money that has been committed to bilingual education in New York. Title VII of ESEA (as is proposed under the desegregation bills we are discussing), of course, has no State allotment formula and the programs are handled directly from Washington to the local school district.

Senator Javits, in his testimony before the Senate Appropriations Committee on Tuesday of last week, pointed out that California with 750,000 school-age children had 49 Title VII projects funded to date. New York State with 500,000 school-age children had 13 projects funded. The dollar amounts are even more dramatic. For FY 1970, California received $7.2 million, while New York received $1.4 million. A very modest redress of the imbalance has been made in this fiscal year, and we hope that a fairer share for the bilingual children of our State will be achieved in the next year. We are convinced that if there had been a State role in this program, the imbalance in fund distribution would not have occurred.

We urge that any additional programs of bilingual education—in the Emergency School Assistance Act or the various Ethnic Studies Centers proposed—require a carefully developed State plan for the effective commitment of those funds together with other State funds for similar purposes.

SUMMARY

The adoption of the recommendations I have made concerning the delineation of national policy, definition of integration, alternation of eligibility, the role of the state education agencies, the evaluation criteria, proposal review, and final reports concerning specific implementations of desegregation plans will strengthen the Emergency School Aid Bill and will hasten the progress of the country toward providing quality education for all.

GENERAL AID TO EDUCATION

We applaud the National Partnership in Education Act, H.R. 6179, for its direction and strength. The purpose of the Bill—to have the Federal Government share one-third of the cost of education—is similar to the position taken by the New York State Board of Regents in the past two years. New York State is currently financing 47 percent of the cost of elementary and secondary education in the State. The Federal Government's support is about 3.5 percent. The balance is local support.

The National Partnership Bill builds on the strengths of the Elementary and Secondary Education Act, Title I. On initial analysis, this Bill appears to be much more equitable and realistic than is the President's proposed revenue sharing for education. It recognizes the current impact of federal funding on the states and its administrative provisions target the money to the accomplishment of specific educational objectives. The current proposed level of appropriations for education revenue sharing is $3 billion. Under educational revenue sharing, an appropriation level of more than $4 billion would be necessary in order for New York State to receive any more money than it is receiving from the United States Office of Education this year. Our detailed analysis of the education revenue sharing proposal is continued in a special statement that I ask be included in the record.

I would like to highlight these points of concern about the special revenue sharing proposal.

The bill would consolidate programs, and we favor that. It would require State plans for the administration of programs, and we favor that. We object, however, (1) to the fact that responsibility for administering programs is not assigned directly to state education agencies and (2) that the allotment formula for distribution of funds would be financially disastrous for New York. Our detailed statement provides a careful analysis of the financial aspects of the proposal. It is true that New York would be "saved harmless" from loss of funds under the proposal, *but* we would never begin to share in the growth of the program until there is a national increase of more than $1 billion. That is not our idea of "shared" revenues.

I hope that the members of the subcommittee will have an opportunity to review our statement. I repeat our strong support of the National Partnership in Education Bill as an alternative to special revenue sharing for education.

VOCATIONAL EDUCATION

The third item on your agenda is comment on the Vocational Education Amendments of 1968. We find that overall the amendments contain clear purposes and permit states wide latitude and flexibility in determining the way in which the purposes are to be implemented in the states. The provision for long range and annual planning, as an example, has been of great value to our State. It has helped to set statewide priorities, make the most effective use of the funds available and has assisted local agencies in developing programs consistent with state priorities as well as local needs.

The inclusion in the 1968 Amendments of special categorical programs was of great assistance in setting new directions and permitting the states to test new programs in specific areas. We applaud as well the significant amounts of money now available for research which may be used at the discretion of the State.

Special targeting of Federal money has permitted new and expanded programs in the cities. Special efforts have been made to design and implement new programs directed at disadvantaged and handicapped students. Almost three-quarters of the Federal funds earmarked for program development are directed to the large urban centers.

The financial plight is the most significant problem we face. Constitutional tax limits in cities, overstrained taxpayers and a general tightening of the purse strings everywhere—represented by a new round of school budget defeats—make it difficult to generate new dollar support for change and expansion of vocational education. Only the infusion of new and massive amounts of Federal dollars will help at this point.

If the states are to do the job outlined by the Congress, then priorities must shift. If 80 percent of the students moving through our schools will not complete a college education, then far more than 4 percent of the Federal education dollars must be directed to preparation for employment.

We support the concept of advisory councils for occupational education and urge their continuance as well as adequate financial support.

I have these recommendations to improve the statute:

Matching: We believe there is no longer need to continue the matching provision, not only in the base section, Part B, but in several of the categorical sections as well. The Vocational Education statute is one of a few which still requires 50–50 matching with State and local dollars. I know of no state which is making less effort than $4 of State and local funds for every dollar of Federal money expended in the State. If this is the case, then there is little need to continue an old practice of requiring demonstrated matching.

State plans: With respect to State plans, I urge two considerations. First, the elimination of the long and detailed assurances or administrative provisions section of a State plan. In almost all cases, this section is a retyping of sections of the statute and the regulations. Assurances can be handled more simply with a letter of agreement to comply with statute and regulations. Second, I would urge that the long-range and annual plan provision be maintained and that States continue to submit such material annually as a basis for their allotments. The planning requirement established by the amendments of 1968 is one of the strongest aspects of the statute. Without its continuance as a requirement, I believe that the intent of Congress could be too easily set aside in some quarters in favor of doing business in the old ways.

Categorical Parts: I urge that consideration be given, in any major overhaul of the 1968 Amendments, to the shifting of the categorical parts into the base Act, Part B, with appropriations now under categories added to the base grant to the State. This action would permit the continuance of special programs, but would also permit the State increased flexibility in setting priorities.

I have submitted as an attachment to my statement a copy of a position paper on occupational education, recently adopted by the Regents. This paper describes the goals for occupational education in New York State for the 1970's. We believe these goals clearly meet the intent of Congress spelled out in the Vocational Education Amendments of 1968.

JUVENILE DELINQUENCY

The most vexing problem which you have asked me to address is juvenile delinquency and violence in the schools. What has surfaced in a rash of violent actions against school personnel is a long-standing frustration with the schools and, on the part of many students, with the community from which they come.

The Juvenile Delinquency Prevention and Control Act, as we view it, has operated more in the social services area without any significant involvement of school districts. The Safe Schools Act recognizes that school districts have a role in this area. This Bill would appear to allow the flexibility a school district needs to meet the circumstances of its situation. I would suggest that state education agencies have a significant role in the implementation of the Act. Additionally, the allotments among the States should be stated such that no State would receive less than a basic amount of money as may be determined in the Appropriations Act, since there is no assurance as to the total amount of money that might be available for this program and the provision of first allotting a certain number of dollars to all States deals inequitably with the larger States where the needs are greater.

While increased security forces and other security measures may be essential to deal with the immediate problems of protection of life and property, they deal only with symptoms. As long as we rely only on measures addressed to symptoms, the problem will persist. If we put enough guards in the schools to quell overt acts of violence, the frustrations will break out in other forms.

As educators, we are primarily concerned with getting at the underlying causes, the conditions in the schools that alienate and frustrate the child. In New York State, we have several programs underway that are aimed at changing the relations between school and community:

Redesign: This year in New York State we have launched a new approach to reform in education called Project Redesign. Its underlying premise is that any significant improvement in the condition of education must come about through new forms of collaboration between school and community. The Department is working with four prototype districts, including District 7 in New York City, to learn what is required to help communities redesign their own educational systems. We already see signs of a new growth of trust between schools and community, between students and teachers in the redesign districts.

Community Education Centers: A major component of our New York State Urban Education Program is the creation of Community Education Centers within urban school communities. These Centers are more closely under the direction of people from the community and are designed to attend to the special educational needs identified by the community. This program provides another bridge btween school and community. A key element is the use of community advisory councils. These have proven very effective in holding down tensions and dealing with issues before they become crises.

Paraprofessionals: A study reported in Tuesday's New York Times reports on the encouraging results of the use of paraprofessionals in the schools of New York City. These people provide a bridge between the professional staff of the school and the local communities. The study indicates that where there are larger numbers of paraprofessionals in a school, the extent of violence is less.

This suggests that an increase in the numbers of paraprofessionals along the lines of the program in New York City would make an important contribution to the easing of the problem. This would be a solution far more consistent with sound education than the addition of security guards and similar measures.

Obviously, these approaches take time to make an impact in the schools in which they are in effect and they take even longer to spread to all schools.

Therefore, other short-term measures must be devised:

(1) Trained crisis teams of students and community representatives and teachers—that can move into a situation fast where trouble is brewing;

(2) Rumor control centers—places where students can get reliable information;

(3) Security guards—would include training in role and work with students and community to accept and understand role;

(4) Identification of the factors in a situation that indicate potential problems and training of school personnel in how to detect potential problems and deal with them before violence breaks out;

(5) We need to take a hard and careful look at the problem of the disruptive child. Everything in our educational credo says that we should do everything in our power to handle such children within the regular classroom procedures. We may have reached a point, however, when new approaches must be examined to enable teachers to cope with the numbers of children who do not respond to their usual methods. I urge, however, extreme caution in adopting proposals that make too easy the removal of difficult children from the regular class or school. Rather, I believe we must see to it that more support is provided to the classroom teacher by way of consultant help in dealing with classroom problems, additional personnel—such as paraprofessionals from the community—and classes small enough to deal with the students as individuals;

(6) Provide inservice training programs for teachers to develop positive attitudes in dealing with persons who are ethically or socially different from themselves.

CONCLUSION

Mr. Chairman, you have asked me to comment on a very large array of important legislation. I have tried to focus on specific changes to be recommended. I will be pleased to discuss my comments with you and provide any additional statements or documentation that you may request. Thank you.

Dr. NYQUIST. The statement covers school desegregation, and integration; general aid to education; vocational aid to education, or I guess the new label is "career education"; and juvenile delinquency. I will cover only the first two.

Under "school desegregation and integration," one of the most important items of legislation before your subcommittee is the set of proposals for an Emergency School Aid Act. We strongly support such legislation if it is shaped in the ways I will describe.

The suggestions offered are based upon the actual experience of our State in integrating the schools. Our recommendations concerning the three legislative measures under consideration by the subcommittee indicate the ways in which Federal action can most substantially support the integration efforts of our State and other States.

New York has a lengthy history of commitment to equal opportunity in education and to the achievement of quality in education. I would like to supplement my remarks by providing you with various documents on our work.

In the brief time that we have this morning, I want to comment on some major provisions that should be included in the final version of the emergency school aid program. I will speak to these points: Delineation of national policy, the definition of integrated schools, provision of incentives for school desegregation, the role of the State in administering school desegregation and integration programs, and the evaluation criteria to assess and monitor the progress of this program.

I am going to supplement my remarks by leaving with you various document on our work, papers by our board of regents on racial integration, and a few other things. I will comment on some major provisions that should be included in the final version of the emergency school aid program.

(The documents referred to follow:)

A Position Paper...
...No. 3 of a series

INTEGRATION
and the
SCHOOLS

A Statement of Policy
and Recommendations
by the
REGENTS OF THE
UNIVERSITY OF THE
STATE OF NEW YORK

Reprinted 1969

THE STATE EDUCATION DEPARTMENT
Albany
January 1968

THE UNIVERSITY OF THE STATE OF NEW YORK

Regents of the University *(with years when terms expire)*

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President of the University and Commissioner of Education
Ewald B. Nyquist

FOREWORD

A fundamental responsibility of government is to establish and maintain from generation to generation the broad conditions under which the education of free men may be carried on. State government which is legally responsible for the provision of educational opportunity has a special obligation in this regard.

Equality of educational opportunity is being denied to large numbers of boys and girls — white as well as Negro and other minority group children — because of racially segregated schools. This condition must not be tolerated in a democratic society. Effective solutions must be found even if they require major changes in the established assumptions, organizations and boundaries that are a part of our present educational system.

This statement of policy by the Regents, the third of a series, is a reaffirmation of their determination to see that segregation in education is eliminated, and that the conditions under which each individual may grow in self-respect, respect for others, and in the attainment of his full potential, shall exist everywhere in the State.

I join the Regents in calling upon school board members, administrators, teachers, and all other citizens to read this statement carefully, to be guided by the principles set forth, and to support its recommendations.

James E. Allen, Jr.
Commissioner of Education

January 1968

COMMITMENT

The elimination of racial prejudice, discrimination, and injustice is the great moral and social imperative of our time.

The most powerful and effective means of achieving this objective is education.

Convinced of the truth of these statements, and aware of the extent of *de facto* segregation in the State's school system and of the growing racial tensions in many communities, the Regents unanimously adopted, in 1960, a statement of policy which declared:

> *Modern psychological knowledge indicates that schools enrolling students largely of homogenous ethnic origin may damage the personality of minority group children. Such schools decrease their motivation and thus impair the ability to learn. Public education in such a setting is socially unrealistic, blocks the attainment of the goals of democratic education and is wasteful of manpower and talent, whether this situation occurs by law or by fact . . . .*
>
> *The State of New York has long held the principle that equal educational opportunity for all children, without regard to differences in economic, national, religious, or racial background, is a manifestation of the vitality of our American democratic society and is essential to its continuation.*
>
> *All citizens (therefore) have the responsibility to reexamine the schools within their local systems in order to determine whether they conform to this standard so clearly seen to be the right of every child.*
>
> *. . . we (also) call upon all our citizens and their agencies of government and their civic organizations to take concrete steps to provide the social climate which will make it possible for us to increase the effectiveness of education. Only with this cooperation will we be able to provide that type of democratic education which will enable all children to contribute their understanding, knowledge, and skills to increase the greatness of our State and our Nation.*

In the intervening years, the Regents have repeatedly reaffirmed this statement of policy and have supported the efforts of the Commissioner of Education and his staff in implementing it.

Now, in 1968, we not only again reaffirm our earlier policy, but reinforce our commitment with a call for more determined, more powerful, more energetic pursuit of the objectives set forth therein.

THE NEED FOR STRONGER ACTION

Current conditions of unrest, frustration, and violence show all too clearly that not only is the struggle against racial prejudice and injustice far from over, but that a perilous weakening has taken place in the foundation of understanding and mutual respect upon which true social justice and human progress can be built.

These conditions also dramatically point up the importance of education as the strength of this foundation — education that brings children together to grow up in natural, genuine understanding, and mutual respect, that produces responsible citizenship, that fosters behavior based on moral and spiritual values, that prepares for jobs, that creates the competence and instills the confidence for managing one's own life — education that does not mirror society's ills but provides a demonstration of the practicality, the workability of the principles of democracy, thus leading the way and setting the pattern for society to follow.

Education should aim to free individuals and society from the burdens and impediments caused by ignorance and irrationality. Racism is a manifestation of such ignorance and irrationality, and is inimical to the welfare of individuals and society. The Regents and all others in positions of educational leadership cannot, therefore, be satisfied to wait for other social, business, and political forces to remedy social ills but must take the initiative in overcoming the ignorance which is at the root of those ills. If we do not, we fail in our most essential duty.

Progress made

If education is considered the most effective means of overcoming prejudice and injustice, the question then becomes how successfully is it being used.

The answer to this question is not simple, because the success of education must be measured against the increasing magnitude and complexities of the task.

In implementation of the Regents policy, the State Education Department has been active in assessing the extent of racial imbalance and the progress in correcting it, providing special consultation and assistance on integration to the school districts, preparing curriculum materials and teaching guides for use in the schools, conducting seminars and workshops for teachers, administrators, and laymen, and in securing funds to aid communities in eliminating racial segregation and in preparing for integration.

School desegregation is an accomplished fact in a number of school systems in New York State. Moving quietly, several communities have integrated their schools. Others, with perhaps more difficult situations, have carefully formulated their long-range plans and are moving with determination to implement them. In most cases, the problem has been approached calmly and dispassionately, with the emphasis on improving the quality of education for *all* pupils.

Problem grows

Despite the determination and significant accomplishments of many in education, the growth of the problem has outstripped the efforts to deal with it:

- Racial imbalance *within* school districts is increasing in both suburban and urban communities: racial census reports show that between 1961 and 1966, in the 41 school districts with the highest percentage of Negro pupils (exclusive of New York City), the number of elementary schools with more than 50 percent Negro pupils increased from 60 to 72; the number with more than 90 percent Negro pupils increased from 25 to 33.
- Racial isolation *among* school districts is also increasing. In this same period, the percentage of Negro pupils in one suburban district rose to 82 and in another, to 71. In three other districts, the percentage surpassed 50.

Obstacles to progress

Underlying all the difficulties which have hindered progress in school desegregation is the basic question of attitude. The attitude of resistance and misunderstanding which prevails among many is a strong factor which seriously affects attempts to achieve in all aspects of society the integration essential to justice for minority groups and equality of opportunity for all.

Experience of the past 7 years has shown that this negative attitude expresses itself in such ways as the persistent assumption that the elimination of segregation is dependent upon and must wait for the elimination of discriminatory conditions in housing, employment and social customs; a persistent, but mistaken, belief that our educational obligation can be met merely by equal or superior facilities and staff in segregated schools; an unwillingness to depart from traditional concepts of school structure and organization even when they are no longer appropriate for current needs and conditions; a growing distrust of the established order and institutions of education among minority-group " moderates " arising from disillusionment over the efforts and intent of the white majority; the endorsement of separatist solutions by militant advocates of segregation — both black and white.

While the public educational authorities at all levels bear direct responsibility for leadership and action in the elimination of segregation, the problem is also the responsibility of every citizen — of government officials, civic leaders, leaders of ethnic and racial groups. The existence of segregation not only creates individual and group injustice, abhorrent to all who believe in the dignity of man and the equality of opportunity implicit in a democracy, but it also poses a threat to the economic, social, and cultural health of the community, State, and Nation. It is, therefore, of utmost importance that a positive attitude shall prevail and that, both as a practical matter and as a moral obligation, prompt action be taken to correct the situation wherever it exists.

GUIDING PRINCIPLES

The basic precept of all educational endeavor is that equality of educational opportunity to develop the full potential of his capabilities is the right of every individual, and that it is the responsibility of the State to see that this equality of opportunity is provided for all. With this as an overriding objective, we believe the following principles should guide the development of policies and plans for eliminating racial segregation in education and for achieving an integrated school system:

1. Segregation of children on the basis of race is harmful. This fact is well stated in the 1967 report of a nationwide investigation by the United States Commission on Civil Rights, *Racial Isolation in the Public Schools* (p. 193, vol. 1):

> *The central truth which emerges from this report and from all of the Commission's investigations is simply this: Negro children suffer serious harm when their education takes place in public schools which are racially segregated, whatever the source of such segregation may be.*
>
> *Negro children who attend predominantly Negro schools do not achieve as well as other children, Negro and white. Their aspirations are more restricted than those of other children and they do not have as much confidence that they can influence their own futures. When they become adults, they are less likely to participate in the mainstream of American society, and more likely to fear, dislike, and avoid white Americans. The conclusion drawn by the U.S. Supreme Court about the impact upon children of segregation compelled by law — that it "affects their hearts and minds in ways unlikely ever to be undone" — applies to segregation not compelled by law.*
>
> *The major source of the harm which racial isolation inflicts upon Negro children is not difficult to discover. It lies in the attitudes which such segregation generates in children and the effect these attitudes have upon motivation to learn and achievement. Negro children believe that their schools are stigmatized*

> *and regarded as inferior by the community as a whole. Their belief is shared by their parents and by their teachers.* And their belief is founded in fact. [*Emphasis supplied*]
>
> *Isolation of Negroes in the schools has a significance different from the meaning that religious or ethnic separation may have had for other minority groups because the history of Negroes in the United States has been different from the history of all other minority groups. Negroes in this country were first enslaved, later segregated by law, and now are segregated and discriminated against by a combination of governmental and private action. They do not reside today in ghettos as the result of an exercise of free choice and the attendance of their children in racially isolated schools is not an accident of fate wholly unconnected with deliberate segregation and other forms of discrimination. In the light of this history, the feelings of stigma generated in Negro children by attendance at racially isolated schools are realistic and cannot easily be overcome.*

This last point was also emphasized in the report of the Commissioner's Advisory Committee on Human Relations and Community Tensions which made a study of school segregation in New York City. *(Desegregating the Public Schools of New York City, May 12, 1964):*

> *Two reasons compel us to do our best to achieve well integrated schools. One is the moral imperative to assure all children true equality of opportunity. The other is the educational necessity to prepare every child to take his place in a world where no race may any longer live alone. The desegregation of the public schools. . ., therefore, means more than a better education for minority children. It means also a significant addition to the educative power of the schools for all children.*
>
> *To argue that no classroom can be good without a white child in it is inaccurate and cruel. But, it cannot be denied that a child who has learned from experience to understand and appreciate people of races other than his own has a sounder basis for both his education and his life.*

In forming their self-concepts, children are influenced by their experience of society's regard for the group with which they are identified. Thus, Negro children are likely to form lower opinions of themselves than their innate qualities warrant, and white children are likely to ascribe to themselves attributes that reflect more their favored position in our society than their own innate qualities. Only as the " rules of the game " become the same for all children can self-image be soundly formed. Children brought up in an all-white suburban community isolated from the realities of mixed racial, social, and economic situations can be disadvantaged children. Lacking experience with these very real problems they will be ill-equipped to deal with them when they leave school to enter a world of increasing diversity.

2. Educational considerations are primary in eliminating school segregation. The elimination of racial imbalance is not to be sought as an end in itself but because it stands as a deterrent and handicap to the improvement of education for all. The corollary of the recognition of educational improvement for all children as the reason for integration is the necessity for quality in all schools everywhere. Desegregation and the prevention of further school segregation alike hinge on the creation everywhere of public schools so excellent that parents of all ethnic groups will enroll their children with confidence and pride. It is of utmost importance to find ways of correcting the deficiencies of schools not now producing the results they should.

3. The organizational and administrative arrangements of the school system exist for the purpose of facilitating the achievement of educational objectives. This is the criterion for the necessary continuing evaluation of existing arrangements in terms of their appropriateness for changing needs.

4. The "neighborhood" school offers important values, particularly in early education, but, when it becomes improperly exclusive in fact or in spirit, when it is viewed as being reserved for certain community groups, or when its effect is to create or continue a ghetto-type situation, it does not serve the purpose of democratic education, and corrective action is called for.

5. Decisions as to the particular means of eliminating racial segregation in education should, insofar as possible, be left to local action. There are many ways of dealing with the problem, and the local school officials, with their intimate knowledge of all factors of the local situation, are in a strategic position to devise solutions best suited to local needs. It is the State, however, that bears the ultimate responsibility for equalizing educational opportunities, and it is the obligation of the local school authorities to develop and implement plans in harmony with State policy. Where the solution to the problem is beyond the capability of the local school districts, or where a district fails or refuses to act, then the responsibility for corrective action is clearly and inescapably that of the State.

RECOMMENDATIONS

To apply the foregoing principles, the Regents recommend:

1. The establishment of school attendance areas that make possible, wherever feasible, a student body that represents a cross-section of the population of the entire school district.

2. Action by school boards to develop and keep up to date a district plan for achieving and maintaining racially integrated schools. This plan should be developed with the assistance of a citizens' advisory committee broadly representative of the community. Appropriate and effective participation in the formation of educational policies is the right of every parent, and special effort should be made to provide opportunity for the involvement of minority-group parents in school affairs that affect their children.

3. A continuing emphasis upon racially comprehensive enrollment policies in nonpublic schools and an active effort on the part of public school authorities to bring nonpublic schools into the total community effort to eliminate racial segregation in education.

4. Initiative by school boards in seeking cooperation and assistance of other local agencies, public and private, in the development of plans and programs for integration. Although the schools bear the major responsibility for the provision of quality integrated education for all, other community agencies dealing with welfare, housing, transportation, health, and community development or planning also have vital responsibilities which are an essential part of the effort to achieve the ultimate goal.

5. The exploration by school boards of the possibilities of improving racial balance in their schools through cooperative action with neighboring districts.

6. The establishment and modification of school district boundaries so as to eliminate and avoid those which result in racial segregation.

7. The revision and simplification of legislation authorizing school district reorganization and the substantial increase of existing financial incentives for reorganization.

8. The modification of constitutional tax and debt limits on real property affecting city school districts in order to permit greater flexibility for the organization, administration, and financing of school systems which involve the city and its neighboring districts.

9. Increased State appropriations to stimulate school desegregation and to help school districts finance the additional costs incurred in carrying out programs for achieving integration.

10. An accelerated effort to have, in all our classrooms, textbooks and other teaching materials that reflect in their content and presentation the ethnic and cultural diversity of our world, and in particular, of American life. The curriculum should provide for all children an understanding of the contribution of the Negro, Puerto Rican,

and other minority groups, and the background and nature of the present struggle for justice and equality of opportunity.

11. A broader and more intensive program of workshops for school board members and administrators, sponsored by the State Education Department, designed to promote a fuller understanding of both their local and statewide responsibilities for integration.

12. The provision throughout the State of more extensive and stronger inservice programs for teachers and administrators to increase their understanding and competence in dealing with new situations and requirements of integrated schools.

13. The broadening of the programs in our colleges and universities for the training of teachers and administrators to include preparation for the special requirements of integration. This preparation should include such experiences as student teaching, internships, seminars, and workshops involving minority-group children and adults.

CONCLUSION

Fundamental in all efforts to achieve the objective of an integrated society is the principle of equality of educational opportunity. A manifestation of the vitality of our American democratic society and essential to its continuation, this basic principle, deeply embedded in education law and policy, has been continually reaffirmed in both its practical advantages and its moral justice by new developments and needs of changing times.

The Regents reaffirm their dedication to this principle and reemphasize the obligation of the entire educational system to maintain those policies and practices that will make equality of educational opportunity a reality for all our children and youth.

INTEGRATION
and the
SCHOOLS

A Restatement of Policy
by the
REGENTS OF THE
UNIVERSITY OF THE
STATE OF NEW YORK

THE STATE EDUCATION DEPARTMENT
Albany
December 1969

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President of the University and Commissioner of Education
Ewald B. Nyquist

INTEGRATION AND THE SCHOOLS
A RESTATEMENT OF REGENTS POLICY

POLICY

Events and trends since January 1968, when our statement entitled *Integration and the Schools* was released, lead us to believe that we should again address ourselves to this critical issue. We have carefully reviewed experience in the last year and a half, and at this time comment on this experience and restate our beliefs.

We are convinced that the elimination of racial segregation in the schools can enhance the academic achievement of non-white children while maintaining achievement of white children and can effect positive changes in interracial understanding for all children. The latter consideration is paramount. If children of different races and economic and social groups have no opportunity to know each other and to live together in school, they cannot be expected to gain the understanding and mutual respect necessary for the cohesion of our society. The stability of our social order depends, in large measure, on the understanding and respect which is derived from a common educational experience among diverse racial, social, and economic groups — integrated education. The attainment of integrated education is dependent upon the elimination of racial segregation in the schools.

The elimination of racially segregated education is also national policy. The Supreme Court of the United States recently has ruled, in the case of *Alexander* vs. *Holmes County Board of Education*, that the segregated schools in Mississippi must be eliminated at once, and that there must be a " totally unitary school system for all eligible pupils without regard to race or color." While the decision relates to *de jure* segregation, it affirms the basic philosophy of the Court on the elimination of segregation.

The efforts of the State of New York to eliminate segregation and to speed integration must be increased. We pledge our efforts and those of the State Education Department to greater vigilance in this area.

COMMENT ON CHAPTER 342, LAWS OF 1969

We are concerned that implementation of State policy to provide equal educational opportunity for all, and, as a means to that end, to eliminate racial segregation is impeded by legislation enacted in

1969. This legislation prohibits appointed school boards and the New York State Commissioner of Education from directing assignment of pupils and altering school boundaries or attendance zones for the purpose of eliminating racial segregation in the public schools.

We believe that Chapter 342 is an unsound measure for the following reasons:

- The Act denies to appointed boards of education powers held by elected boards. No compelling basis for such a distinction is apparent; and
- The Act denies the State the power, through the State Commissioner of Education, to execute the State's ultimate responsibility for providing equal educational opportunity through the elimination of racial segregation where a school district fails or refuses to act. Issues of racial segregation in the schools should not be separated from other educational issues which may be brought before the Commissioner for determination. In hearing and determining appeals on educational issues, the Commissioner is acting in a judicial capacity assigned to him by the Legislature. This is predicated upon the belief that controversies involving the educational system of the State can best be resolved by the State's chief school officer. The removal of the Commissioner's jurisdiction in the area of desegregation is unsound because it forces any person who seeks redress against violation of his rights in this area to institute action in the courts which have expressly stated their belief that such educational issues may better be resolved by the Commissioner of Education. As in the case of the Commissioner's decisions in other areas, judicial review is available to a party who claims the determination is arbitrary or capricious.

In the light of the reasons just stated, we urge that restoration of the powers of appointed boards of education and the Commissioner to eliminate racial segregation in the schools be given serious consideration.

REVIEW OF RESEARCH

The State Education Department is today releasing a report summarizing research and action related to desegregation and integration. We initiated this review in order to test whether our policy was right and to be assured that we were fulfilling our obligation to provide equality of educational opportunity throughout the State. We reviewed the results of actions taken by the Commissioner of Education and by boards of education in the State, the history of national and State desegregation efforts, trends in the racial composition of the schools in the State, nationally representative studies and more than

50 local studies bearing upon racial integration in the schools, and the effects that schools have had in mitigating the consequences of social class and ethnic differences. The principal findings are summarized below:

1. The results of current research clearly indicate that schools isolated on the basis of race may be decidedly harmful to the academic achievement of their students. The evidence indicates that the negative effects of segregated schooling are not a result of racial isolation alone but are a consequence of the dominant social and economic environment of the school and classroom. The problem of racial isolation is a part of the broader problem of social class isolation. Negroes and certain other minority group members are proportionately more disadvantaged because of the close correlation between race and economic status and the continuing and exacerbating influence of residential and school segregation. However, any student — whether he be Negro, Puerto Rican, white, or a member of any other identifiable group — is likely to suffer some degree of underachievement as a result of attendance in schools and classrooms with predominantly lower social and economic status children. (" Social and economic status " is hereafter referred to as " status." Lower or upper " status " is measured by relative levels of occupation, income, and education.)

2. The studies of more than 50 school integration programs generally substantiate the positive effects of integration reported in the more representative national or regional studies of the issue. Furthermore, these studies show that a wide variety of integration efforts involving transfer programs within the urban setting or busing from urban to suburban areas generally facilitated the educational development of Negro students while white students continued to make the usual achievement gains. The evidence further indicates that integration is more effective in promoting educational development among Negro students than is compensatory education in segregated school settings.

3. The transfer of lower-status students to schools with predominantly upper-status students is most likely to help their education if: (a) transfer occurs continuously beginning in the earliest elementary grades, (b) the proportion of lower-status students in the school is below 30 percent, and (c) the association of lower- and upper-status students occurs within classrooms as well as in the entire school.

4. When lower-status students are transferred to schools with predominantly upper-status students, the evidence suggests that continued residence in a lower-status neighborhood will not interfere

with the achievement gain that is to be expected as a result of attendance in the school with predominantly upper-status students.

5. The findings of national and local studies generally indicate that the integrated school setting has substantial potential for improving interracial understanding among Negro and white students. The development of interracial friendships (made more possible in the integrated school setting) appears to be an important condition in facilitating educational and psychological development among disadvantaged minority group students.

The review of the research fortifies our conviction that racial segregation in education must be eliminated in order to achieve equality of educational opportunity. The review of other events and trends indicates that the efforts of our State in eliminating racial segregation must be increased. Two items illustrate the point:

- Racial and social class isolation in the public schools has increased substantially during the past two years despite efforts to eliminate it;
- Although most persons of minority groups favor integration, frustration with the lack of progress in integration and distrust of the intent and efforts of the white majority have brought increasing prominence to the voices of racial separatists and have led even some minority group moderates to endorse separatist solutions.

ACTION

The Regents are pledged to the elimination of racial segregation in the schools as stated in our document of 1968, *Integration and the Schools*. We seek increased State funds for projects to correct racial imbalance, to increase compensatory education programs, and to promote the excellence of teaching necessary to realize integrated education; for services to school districts in planning and implementing desegregation projects; for the development of curricula that will enhance interracial understanding and respect; and for effecting school district reorganization to overcome segregation.

We call on those having powers to eliminate discrimination and segregation in areas related to education — housing and employment, in particular — to use their powers, but we note that those in positions of educational leadership must not wait for other social, business, and political forces to remedy the ills. We must take initiative to overcome the lack of understanding and respect which is at the root of those ills.

Since the stability of our social order depends on the understanding and respect which derive from a common educational experience among diverse racial, social, and economic groups, that is, integrated education, we are concerned that all means be used effectively to realize integrated education. We call upon the Legislature, the Governor, and all the people of the State to make the commitments necessary to attain this goal.

A Position Paper...
...No. 11 of a Series

OCCUPATIONAL EDUCATION

A Statement of Policy
and Proposed Action
by the
REGENTS OF THE
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THE STATE EDUCATION DEPARTMENT
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MAY 1971

THE UNIVERSITY OF THE STATE OF NEW YORK

Regents of the University *(with years when terms expire)*

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President of the University and Commissioner of Education
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FOREWORD

An educational system that is comprehensive and provides full opportunity must assist each individual to sustain himself through productive employment consistent with his abilities and interests. For nearly every person, work, or the inability or failure to work, is a prime determinant of standard of living, family relationships, friendships, life style, community service, citizenship, and leisure time. Each individual's occupation is a major factor in his sense of control over his own destiny. In our complex, technological, affluent society, this sense of control is remote if not unattainable without economic well-being, and without the knowledge that one is using his own powers to accomplish something of value to himself and others. For these reasons, the education we are developing in New York State must include a strong system of occupational education.

In this paper the Regents state their position on occupational education. The statement includes both short- and long-range guides for the development of occupational education. We urge support of the plan by legislators, the Governor, and all persons in the State concerned for our future environment.

Ewald B. Nyquist

EWALD B. NYQUIST
President of the University and
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INTRODUCTION

Occupational education has been a national, State, and local need and concern throughout this century. In recent years, however, various forces in our society have focused public attention on the need for vastly enlarged and improved systems of occupational education.

The expanding economy and increasingly complex technology on which so much of our social order depends have forged a common concern on the part of business, industry, labor, government, and the general public for the creation and maintenance of a competent work force. As society becomes more complex, so does the problem of creating and maintaining a work force adequate to meet its needs. Industrial change creates demands for new types of occupational skills, while diminishing or eliminating the demand for other types of skills. The uneducated and unskilled find themselves increasingly disadvantaged in the labor market, even as demand grows for higher levels of skill, resulting in the " manpower paradox " of workers without jobs at a time when jobs are unfilled because of shortages of qualified workers. Programs are needed to prepare workers for jobs which exist and are emerging, and to enable those already in the labor force to maintain job security even as occupational requirements change. The fundamental need is for an occupational education system as comprehensive and flexible as the society it serves is complex and changing.

Accelerating social change has created new awareness of the need to ensure equal opportunity for productive employment and career advancement for all Americans. In New York State the incidence of chronic poverty, unemployment, and welfare remains significant among all population groups, white and nonwhite, urban and rural, and is epidemic among minority groups, particularly blacks and Puerto Ricans in inner-city areas, where these problems are intensified by continued racial, ethnic, and social class segregation. Barriers continue to exist to equal opportunity for career advancement and development of maximum educational potential. Our objective is to place our educational institutions in the vanguard of developing and sustaining equal opportunity for all in a racially and socially integrated society. We believe that implementation of the recommendations developed in this paper will contribute substantially to ensuring equal educational opportunity. Equal opportunity in the labor market, while it is a concern of the Regents, is rooted in circumstances not always related to education, and will require action beyond the scope of this paper or the educational system.

An occupational education system capable of serving all students will need to be broadly conceived as part of a redesigned total educational system which has as one of its major purposes preparation for earning a living. Since students will not only be preparing for jobs which exist or are emerging, but for jobs of the future, whose nature cannot always be foreseen, occupational education will need to place increased emphasis on developing general learning ability as well as specific skills. More than ever before it will function as a means for learning to use the arts and sciences in real life situations, and as a source of and motivation for other forms of learning, rather than a substitute for them.

To serve all people, occupational education must be part of a macroeducational system which recognizes the career implications of all education and the educational nature of all experience, and which therefore minimizes "credentialism," or the idea that the only true path to success and happiness is an education leading to a traditional 4-year degree or beyond. The need is evident for an educational system containing multiple avenues to success and happiness. Students themselves view with increasing skepticism the idea that 4 years of a traditional college education is necessary for everyone. It was recently estimated that one out of every six students is on campus against his will — under pressure from his parents, his peers, or the prospect of being drafted. Recent estimates indicate that in the next 5 years New York State will have 350,000 more jobs requiring 2 to 4 years of technical education. Society at large is recognizing with new clarity that a tolerable future depends on skilled workers as well as professionals. Accordingly, Regents are concerned that young people who want and will benefit most from occupational preparation receive as much attention from the State as students in the academic curriculum.

Definition

For programing purposes, we define occupational education as that part of the educational process which prepares people for employment in occupations requiring less than the baccalaureate degree. However, occupational education in its broadest sense should be seen as an aspect of the total educational process. While it can be distinguished from other components of the educational process by its emphasis on developing job skills, occupational education functions as part of the total process in developing the many characteristics needed for personal, social, and occupational success. Besides developing specific job skills, occupational education provides orientation to work, and guidance in the selection of educational and occupational objectives. It is therefore a program for all students, not only for those who desire training in specific job skills.

Occupational education begins in the earliest grades and extends through all instructional levels, serving all people, regardless of age. In the elementary grades, occupational education develops understanding of the concept of work, positive attitudes toward work and the worker, and familiarity with the various kinds and fields of work. At the early secondary level, it provides exploratory and prevocational experiences leading to understanding of careers and the consequences of educational and occupational choices. In the later secondary grades, it provides skill training in clusters of occupations for job entry and/or continuation of occupational education at the post-secondary level. Post-secondary occupational education provides further opportunities to prepare for employment and directs a major portion of its attention to preparation for occupations requiring high degrees of skill and specialization. For adults and out-of-school youth, occupational education provides remedial and preparatory training for employability, job security, mobility, and advancement.

Occupational education therefore comprises all programs which provide training for employment, whatever the agency, public or private, which operates the program, and wherever the program may be housed: within the established public educational system, including public schools, area occupational education centers, manpower skill centers, public 2-year colleges, and urban centers; in private occupational schools; in specialized institutions such as hospital schools and rehabilitation centers; or within business and industry.

Current Status

Through State, local, and regional cooperation, and with Federal assistance, New York State has responded to the need for expansion and new directions in occupational education by developing a system of occupational programs serving persons of all ages in all communities of the State. Enactment of the Vocational Education Act of 1963 and the 1968 amendments to that act provided Federal funds to supplement State and local support of programs for secondary and post-secondary students, disadvantaged and handicapped persons of all ages, and adults and out-of-school youth. These funds represent approximately 10 percent of the combined Federal, State, and local expenditures for occupational education in New York State's public schools, area occupational centers, and public 2-year colleges.

The State's occupational education system includes a network of 67 area occupational education centers, administered by boards of cooperative educational services. The area occupational education centers provide access to comprehensive occupational education programs for students from school districts whose size and finances prevent them from offering a broad enough selection of occupational programs. The system contains a network of 44 public 2-year colleges, including six agricultural and technical colleges and 38 community colleges. Several of the public 2-year colleges also administer urban centers, which provide easier access to post-secondary occupational education for inner-city residents. Nearly every secondary school in the State offers some occupational education programs, and each of the major cities conducts a comprehensive program. Federal manpower legislation has assisted the State and localities in developing an extensive network of manpower skill centers providing training and retraining as well as remedial basic education for adults. Altogether, these occupational education programs within the established public educational system currently serve more than 667,000 youth and adults.

Residents of New York State also have access to a broad selection of occupational programs outside the public educational system, the most important of which are various State and federally assisted remedial manpower training programs; programs offered by private educational institutions, such as trade and business schools; and specialized programs offered by labor unions and by employers, including government agencies, businesses and industries, and hospitals.

These existing programs could constitute most of the necessary elements in an occupational education system comprehensive and flexible enough to serve the needs of all the people of New York State.

POSITION OF THE REGENTS

To guarantee an adequately prepared work force, and productive employment for all who are able and willing to work, New York State will need to fashion a *comprehensive system* of occupational education programs and services. Such a system will be *comprehensive* in that it will serve the occupational education needs of all persons in the State, including persons attending nonpublic schools, and in that it will utilize all available resources for occupational education, in a coordinated, nonduplicative, and cost-effective manner.

A Continuing Program

The system will provide a continuum of occupational education programs and services, beginning in early childhood and extending through all instructional levels, including adult and continuing education. Components of this continuum will be designed to ensure development of student characteristics at approximate key ages: for example:

- By age 9, the student understands the concept of work, appreciates the value of work and the worker, and is familiar with a wide variety of kinds and fields of work.
- By age 12, the student is familiar with the broad families of occupations, is aware of the prerequisites for employment in the various kinds and fields of work, and understands the ways of progressing from one occupational level to another. He is developing awareness of his own abilities, interests, and aptitudes in relation to various occupations.
- By age 15, the student is able to assess his own potential and to participate in making informed decisions regarding his immediate educational and occupational goals. His options include access to occupational programs which prepare him for immediate employment upon graduation, for continued occupational education at the post-secondary level, or for exit to the labor market prior to graduation.
- By age 18, every student is able to choose and plan the next step in his occupational and educational career. The occupational education student is able to obtain entry-level employment in occupations for which he is trained, and/or to enroll in post-secondary occupational education.
- By age 21, and for as long as he is able and willing to work, every individual is employed in a position commensurate with his skill development, and is able to select from continuously accessible preparatory and remedial programs which provide training and retraining for employability, advancement, job security, and mobility, appropriate to his talents, interests, and needs.

For these objectives to be realized, there will need to be greater career consciousness throughout the educational system. Career education is an idea whose time has come, not in the sense that preparation for work should become the sole or even major focus of the educational process, but in the sense that student exploration of career interests, aptitudes, and abilities is a powerful means of effecting a much-needed infusion of reality into the curriculum.

Early Exposure

If the objectives for ages 9 and 12 are to be realized, all students in the elementary and middle grades must receive continuous, extensive, and direct exposure to the concept of work and to a wide variety of occupations. A number of brief and scattered experiences will not suffice as introduction to the modern occupational world. Rather, the introduction to work and jobs must be a significant and integral part of the total process through which students become familiar with their environment.

The Right To Choose

During the secondary years most students are faced with educational decisions of potential lifelong significance. In a humanistic educational system, students making such decisions have certain *rights*, which include:

- the right to choose on the basis of adequate self-knowledge and adequate information and exploration related to alternative educational programs and career opportunities;
- the right to choose between educational programs which are true alternatives, in the sense that all are of equal quality, and all open rather than limit future possibilities;
- the right to modify such decisions in the light of changes in occupational and educational directions, as the maturing individual developes new motivations, needs, interests, and abilities.

This statement of student rights is based on certain important assumptions concerning directions in which public education is moving or must move.

The most important of these assumptions is that every student, at every educational level, will be assisted in developing his full educational potential. Under any other conditions, the right to choose is an illusion, since failure to develop maximum potential places unnecessary restrictions on the student's options. In short, it is intolerable that any student should have to choose a given program or career because of the educational system's failure.

The right of informed choice implies that in addition to early exposure in the elementary and middle grades, all students will receive appropriate guidance and counseling in the early secondary years, and will have opportunities for prevocational exploratory experiences. Actual work experience and community service related to career interests ought to be part of the curriculum for all secondary students. No other single change in public education could do more to answer the demand for relevance, to break down the walls between the school and the community, and to bridge the gap between generations.

A major constraint on student choice is the belief that occupational education at the secondary level is a terminal program, restricting rather than broadening the student's future options. The time is past when any secondary educational program could be regarded or designed as terminal. Already, increasing numbers of workers are facing the need to retrain several times in a lifetime, and this trend can be expected to accelerate along with industrial change. Many new and emerging technical and service occupations require preparation beyond the secondary level. Accordingly, underlying this paper is the assumption that in addition to preparing students for immediate employment, all secondary occupational education programs will provide the basis for continuation of education and training, either immediately after graduation, or as the desire or need arises.

Any student will be able to choose an occupational education program with assurance that he is increasing his future options, if:

- there is a strong bond between occupational and academic education, so that students completing occupational programs have sound backgrounds in both occupational and basic educational skills.
- the trend continues toward preparation of secondary students for work in families or broad clusters of occupations, rather than for specific jobs alone.
- the scope of occupational education at the secondary level continues to broaden, so that students with a wide range of interests and abilities are able to obtain preparation for occupations of their choice.
- more programs are specifically designed to prepare secondary occupational education students for continued study at the postsecondary level, and articulation between programs at the two levels increases.
- occupational programs are relevant, in the sense that they prepare students for occupations in which employment opportunities exist or are emerging, and reflect the actual requirements for entering and succeeding in those occupations.
- all students electing occupational programs have reasonable assurance of employment upon completion. This assumption implies that every occupational education agency, including secondary schools, will either act as an employment service in placing its own graduates, or facilitate placement through effective relationships with existing employment services.
- all barriers are eliminated which prevent any persons, such as members of racial minority groups, from enjoying equal opportunity for employment and career advancement.

Since maturing students must have the right to modify educational and occupational decisions, both the occupational education system and the larger educational system of which it is a part must be sufficiently open and flexible to allow changes in direction with a minimum of frustration and penalty. The system must facilitate movement across occupational curriculums, and movement in both directions between occupational and nonoccupational curriculums.

The right to modify decisions must include the opportunity for honorable exit from and reentry to the formal educational system without penalty. The system needs to give as much attention to the "dropout," or "pushout," as to the student who completes his education in the traditionally prescribed fashion. While improved educational programs promise to decrease the alarmingly high attrition rates in our secondary and post-secondary schools, alternative educational experiences and services are needed by the student who cannot benefit from continued formal schooling at a particular time in his life. It is the system's responsibility to assist such a student in obtaining employment and/or further training outside the regular school curriculum, and to encourage and facilitate his reentry whenever he is prepared to return.

Further Education

For occupational education to be a continuum, completely free of built-in limitations on student aspirations, every qualified student must be guaranteed the opportunity to enroll in a post-secondary educational program consistent with his talents and interests. Such a guarantee will require that every community college recognize and fulfill its responsibility of preparing students for occupations requiring post-secondary occupational education, and preparing students, including occupational students, for continued study at 4-year institutions. It will also require that full use be made of the private institutions offering post-secondary occupational preparation. The open admissions policy of The City University of New York and the full opportunity program of the State University of New York should help to guarantee access to post-secondary occupational education.

Lifelong Opportunity

Lifelong access to occupational education requires that programs for adults and out-of-school youth be planned as part of a system which continuously anticipates, perceives, and responds to employment problems, rather than improvised as reactions to crises. Nothing short of a coordinated system will suffice, since no one agency has or could conceivably develop the capacity to provide for the varied needs of all adults. Every educational resource which currently exists must be utilized, including the extensive programs conducted by various industries, and new resources must be developed, to ensure that every adult has full opportunity for employment and career advancement. The assumption of adequate services for adults underlies the entire concept of occupational education as a continuum or lifelong process, since unforeseeable changes in occupational requirements could otherwise nullify the value of previous education and training.

The Planning Process

While national, local, and regional governmental units will continue to have concern and responsibility for the planning, financing, and operation of occupational programs, the State Education Department will have primary responsibility for leadership in a comprehensive occupational education system. State leadership is essential, not only because education is a State function, but because a unifying force is necessary to ensure that resources for occupational education are utilized efficiently and effectively to provide for the needs of all people.

Local and area programs will be planned and operated within the framework of a regional planning process, with participation by all agencies operating or closely concerned with occupational programs and services. The central, stabilizing elements in the regional planning process will be secondary occupational education agencies and public 2-year colleges. These will also serve as the links between the regional planning process and planning at the State level.

Widespread public understanding and support of occupational education will require that the planning process at all levels actively involve all community groups which are affected by occupational education, including business and industry, labor, government, teachers, parents, and students. Full use must be made of the advisory councils which exist at all levels, and other channels of communication with the community must be open as well.

An occupational education system which is continuously responsive to the needs of people and the labor market must be firmly based on a systematic planning, budgeting, and evaluation process. State, regional, and local administrators will have access to standardized management information systems which provide all data needed to target, manage, and evaluate occupational education efforts; e.g., data concerning target groups, enrollments, program effectiveness, costs, and manpower needs. Such management information systems will ensure accountability and constant feedback for program redesign.

SHORT-RANGE PROGRAM

The existing network of occupational education programs described earlier in this paper contains most of the pieces of a comprehensive system of occupational education for New York State. Implementation of the Regents position, therefore, depends less upon initiation of costly new programs than upon continuation and acceleration of existing trends in program redesign, more efficient and effective use of available resources, and greater understanding and support of occupational education among students, parents, educators, and the general public. The Regents do, however, recommend immediate action to close gaps at the elementary, secondary, and adult levels which inhibit development of and access to an occupational education continuum.

Adequate provisions do not exist widely enough to ensure that by age 15 each student has received sufficient occupational orientation in the elementary, middle, and early secondary grades to enable him to make informed decisions regarding his plans for the immediate future. Students need adequate information on which to base such decisions, and the Regents direct appropriate units of the State Education Department to take immediate action to guarantee that right. Immediate action will include identification of current provisions for occupational orientation at these levels, and exploration and implementation of more effective approaches. Since occupational orientation at these levels is a responsibility of every classroom teacher and every guidance counselor, preservice and inservice education programs will be needed to increase teachers' and counselors' occupational awareness and their ability to help others develop such awareness.

Full access to the comprehensive system of occupational education will require that the legislature enact the Regents proposal concerning dual enrollment, which authorizes school districts to provide instruction in occupational education and other subjects for pupils enrolled in nonpublic schools.

In the absence of coordinated planning and operation of occupational programs for adults and out-of-school youth, the numerous and varied programs continue to duplicate efforts in wasteful competition for scarce resources. Despite the proliferation of such programs, in most regions of the State there is no central arrangement to ensure that every adult and out-of-school youth in need of training or retraining receives either direct assistance or referral to the kind of program which best suits his needs. The Regents recommend that a central arrangement for services to adults and out-of-school youth be developed in every region of the State, as part of the region's educational system, to enable community representatives to coordinate the wide range of local, State, and Federal Government programs and private programs in the best interests of the people served by these programs. It is essential that in each region the planning for a central focus involve all groups or agencies concerned with occupational education, so that all available resources are brought to bear on the needs of adults and out-of-school youth. In the major cities of the State such arrangements can utilize the Community Education Centers proposed in the Regents Position Paper on Urban Education. In areas outside the major cities, the central focus should be developed as part of the regional planning activity.

LONG-RANGE PROGRAM

Leadership in the full implementation of a comprehensive system of occupational education will be provided by the long-range and continuing objectives of the New York State Plan for Occupational Education. These objectives are based on analysis of the occupational education needs of various population groups, projected over a 5-year period and continuously updated. The State Plan includes the following long-range and continuing objectives which have particular bearing on the Regents position stated in this paper:

- Continue to expand and diversify programs at the secondary, post-secondary, and adult levels which prepare occupational education students for existing and emerging employment opportunities.
- Expand occupational education programs and services for disadvantaged and handicapped persons at all educational levels.
- Increase the capacity of area occupational education centers to serve all students who desire occupational programs not provided by their local districts. The State will continue to improve the quality and reduce the operating costs of occupational programs through construction of permanent area center facilities where they do not currently exist.
- Provide secondary occupational education students with the basis for continuing their occupational education at post-secondary institutions. Emphasis will increase on pretechnical programs which include special preparation for continued study, and on articulation of secondary and post-secondary programs to ease student transition between the two levels and eliminate duplication of student effort.
- Increase emphasis on occupational education programs which include cooperative work experience and work-study opportunities.
- Continue to diversify opportunities through program design which permits greater individualization of instruction and fuller utilization of educational resources; e.g., modular scheduling and year-round instruction.
- Encourage occupational education students to use their skills in activities which foster leadership abilities and serve the com-

munity. This objective implies increased emphasis on the occupational education youth organizations.

- Increase the number of students who begin and successfully complete post-secondary occupational education programs. Workshops and seminars will be conducted for 2-year college students, teachers, administrators, and counselors, to develop skills and techniques in achievement motivation and humanistic education.
- Strengthen guidance, placement, and followup services for students in occupational education programs at all instructional levels. Every student will have access to occupational information systems, and will leave school with knowledge of the occupations most appropriate to his needs, interests, and abilities. Every student will be assisted in making the transition from school to work and/or further education. The educational system will have continued responsibility for the student's occupational success after he leaves school, or each time he leaves school.
- Strengthen the preparation of occupational education teachers at all instructional levels through improved preservice teacher education programs and increased participation of occupational education teachers in inservice programs.
- Continuously reexamine and strengthen the relationship between occupational education programs and current and anticipated employment opportunities.
- Continue the regional planning activity in all regions of the State, encouraging involvement and cooperation by all agencies and groups which have a concern for occupational education.
- Conduct research, evaluation, exemplary, and innovative activities designed to enhance the quality of the State's total occupational education program. Currently being developed are: improved instruments for collection of enrollment and followup data; guidelines for local and regional evaluation of occupational education programs; a design for cost control of occupational programs; and a demonstration planning model for use in developing comprehensive occupational education programs within the structure of total educational redesign.
- Assist in diminishing the barriers to employment which may be encountered by various segments of society, including racial minority groups, the handicapped, the aged, and women. Occupational education followup studies will be examined for evidence of such barriers, and utilized to recommend, initiate, and support changes that will help to eliminate job discrimination.
- Promote greater understanding of occupational education among parents, students, educators, and the community. Information will be developed and disseminated concerning the availability and value of occupational education programs, and all of these groups will be more actively involved in the planning, implementation, and evaluation of occupational programs.

CONCLUSION

The major concepts in the Regents policy concerning occupational education are:

- that New York State needs to develop a comprehensive system of occupational education serving all persons in need of occupational preparation through utilization of all available resources, public and private, which offer such preparation;
- that a comprehensive occupational education system will make available to every person a continuum of educational opportunities beginning in early childhood and extending beyond high school for as long as that person needs or desires such opportunities;
- that occupational orientation in the elementary, middle, and early secondary years will provide all students with the basis for informed decisions regarding their occupational and educational plans for the immediate future;
- that occupational education services for adults and out-of-school youth will be expanded and improved through more orderly arrangements which eliminate wasteful competition and duplication of efforts;
- that all occupational education programs will be conducted within the framework of a State and regional planning process, coordinated by the State as part of its overall responsibility for education, and involving all levels of government and all agencies or groups which operate or are affected by occupational programs.

Dr. Nyquist. The spirit expressed in H.R. 2266, H.R. 4847, and S. 1557 is that segregation or isolation by minority groups, regardless of its origin or cause, should be ended and the effects of this isolation should be ameliorated. We support that objective and desire to see an effective national program accomplish it.

We make a clear distinction between desegregation and integration. Desegregation, in our view, is an administrative process. It results in the dissolution of concentrations of minority group members in the schools and classrooms. Integration, on the other hand, is an educational matter. It involves the changing of attitudes, behavior, and understanding of people of all kinds and age levels. For schoolchildren, it means an environment conducive to the positive interaction of children from diverse backgrounds in which they learn that differences among people are not as great as similarities, that difference is a source of richness and value rather than a thing to be feared and denied. An integrated environment is one that teaches the child to judge individuals for what they are rather than by what group they belong to.

The elimination of de facto segregation is a complex issue. Yet, there are steps which can and must be taken to reduce racial or social group isolation in the public schools. Where these steps can be taken, it would be in the national interest to take them. The elimination of de jure desegregation is only part of the problem. I can see no difference in the effects of either type of segregation. Therefore, the distinction between de jure and de facto segregation should be eliminated in the final emergency school assistance bill.

Knowledge about the effects of various types and degrees of integration on student achievement and their attitudes toward school and attitudes toward members of other groups is not adequately reflected in the definitions of desegregation and integration in the bills before you.

In the three bills, at least three definitions of integrated schools are offered. One problem in developing the final bill is to resolve the inconsistencies of these definitions. Of greater significance is the problem that all these definitions are limited to consider desegregation or integration for an entire school district or school building rather than in any given classroom. We have found that it is highly significant for the student and his educational development, and that integration be maintained at the classroom level.

The available evidence indicates that racial integration is more likely to produce sound educational results if it occurs continuously from the early grades, if the proportions of the minority students in the school do not exceed approximately 30 percent, and if the integration occurs at the classroom level as well.

The automatic application of classroom racial balance criteria will not necessarily be advisable. Our research indicates that including fewer than 15 percent blacks, or only one or two black boys, in a classroom results in a sense of isolation or large social distance between black students and all others.

Our recommendations, therefore, are that the definition of integration or desegregation in the bill take into account classroom composition, particularly at the elementary school level, and that this definition not be simplistically applied in what is a very complex and important issue.

The accomplishment of the goals of the emergency school aid bill would be enhanced by defining the eligibility criteria to read as follows:

(1) Permit financial assistance to a local educational agency when that agency has adopted a plan for the establishment of or maintenance of only stable, quality, integrated schools throughout its jurisdiction;

(2) permit financial assistance to a local educational agency which is implementing a plan that has been undertaken pursuant to a final court order, or order issued by any other recognized judicial authority (in some States, like my own, and in New Jersey, the commissioner of education has judicial authority in these respects); and

(3) permit financial assistance to a State educational agency which will exercise its discretionary authority to establish integrated schools and otherwise produce equal education opportunity pursuant to plans approved by the State, which have been adopted by one or more local educational agencies.

Under the State role, there has been a tendency for Federal legislative proposals, especially in the area of education, to provide for direct relationship between Washington and local educational agencies, thus bypassing State educational agencies. It has been argued that the States have lagged behind in innovating and have been insensitive to national priorities.

There are differences among the States in their capacity to administer programs. The emergency school aid program should recognize these differences by providing flexibility allowing the administration of the Federal program by the State in accordance with the State's capacity.

In New York, the legislature and Governor, for a number of years, have funded projects in those school districts seeking to improve the quality of education through desegregation and integration. Approximately 40 districts, regions, and individually paired suburban and urban city schools voluntarily have sought State technical assistance and finances from the State education department for those purposes. We cannot complete the task of providing quality integrated education without additional resources.

In New York State, furthermore, the commissioner of education has judicial authority in matters pertaining to education and he can order a school district to desegregate.

We have wide experience in providing desegregation and integration programs at the statewide level, judicial authority, and a history of progress toward integrated education. Any Emergency School Aid Act should take advantage of this capability in our State or in other States.

Our specific recommendations with regard to this aspect of the emergency school aid bill follows:

(1) The emergency school aid moneys should be expended on the basis of State plans. These plans should present an effective method of accomplishing the national purpose within the State and should represent the coordination of the State resources with those in the Federal

program toward this end. The State plan, of course, would reflect Federal priorities in metropolitan area projects, interdistrict cooperation, community relations, bilingual and bicultural education, and other educational programs. In the absence of a substantial State effort and effective State plan the Federal agency could and should administer the funds directly to local school districts.

Furthermore, the 80–20 split of funds suggested in H.R. 2266 should be amended so that one-half of the funds reserved for the U.S. Office of Education should be earmarked for State agencies for State plan and operation purposes.

(2) In accordance with the above recommendation the Emergency School Aid Act should provide that the State may make a grant to the local agency which is implementing a plan pursuant to a final order of a court of the United States or a court of the State or any other duly authorized judicial authority—such as a commissioner of education—for purposes of desegregating schools.

Under reports and evaluations, to maximize the possible effects of the act on the establishment of stable, quality, integrated schools, the act should require that any applications submitted for approval should contain:

(1) For each grade, indicators acceptable to the Secretary or the State educational agency which summarize the extent of minority group isolation in each school, and, for elementary schools, in each classroom; and

(2) Summary indicators acceptable to the Secretary or the State education agency of the progress that the local education agency plans to make during the period for which funds are requested in reducing minority group isolation for each grade, and, in elementary schools, for each classroom; and

(3) The procedures that will be used to evaluate the effectiveness of programs supported under this act.

The applicant should be required to submit a report at the end of the funding period which:

(1) Reports on changes in the extent of minority group isolation in terms of the summary indicators; and

(2) Reports on the results of the program evaluation procedures which were described in the application.

Under General Aid to Education, we applaud the National Partnership in Education Act, H.R. 6179, for its direction and strength. The purpose of the bill—to have the Federal Government share one-third of the cost of education—is similar to the position taken by the New York State Board of Regents in the past 2 years. New York State is currently financing 47 percent of the cost of elementary and secondary education in the State. The Federal Government's support is about 3.5 percent. The balance is local support.

The national partnership bill builds on the strengths of the Elementary and Secondary Education Act, title I. On initial analysis, this bill appears to be much more equitable and realistic than is the President's proposed revenue-sharing for education.

It recognizes the current impact of Federal funding on the States and its administrative provisions target the money to the accomplishment of specific educational objectives. The current proposed level of appropriations for education revenue-sharing is $3 billion.

Under educational revenue-sharing, an appropriation level of more than $4 billion would be necessary in order for New York State to receive any more money than it is receiving from the U.S. Office of Education this year.

Our detailed analysis of the education revenue-sharing proposal is continued in a special statement that I ask be included in the record.

(The document referred to follows:)

"Education Revenue Sharing"
(Program Consolidation)

Description

It is proposed to be a program with an appropriation of $3 billion, with 10 percent set aside for the Secretary to further achieve national policy objectives in education. The monies available to each State are based upon a weighted count of children in the categories of those whose parents reside on federal property, those whose parents are employed on federal property or on active duty in the uniform services, those from low income families and all children from the ages 5 to 17. The money attributed to children whose parents live on federal property or from low income families flows through the State to local educational agencies. The balance of the funds are divided in different proportions to three programs: handicapped, vocational education, and supporting materials and services.

Transfers of money may be made between programs, except from monies attributed to children of parents who live on federal property and those from low income families. The money attributed to children whose parents are employed on federal property or on active duty in the uniform services may be available for any educational activity.

The governor of each State designates a State agency to administer the program and appoints a State Advisory Council to work with the State agency in the development of a State Plan. The State Plan may not be finally adopted until all interested persons have made comment on the Plan and the comments shall also be available to the Secretary of HEW.

Appropriations are authorized for a planning-transition period from January to June 30, 1972. No State will receive less in total for the programs consolidated than it received during the current fiscal year as a matter of policy, i.e., "Hold Harmless." A number of current programs are repealed.

A more detailed summary follows.

Analysis

It will probably take an appropriation level of $4 billion under education revenue sharing before New York State will receive one dollar more than it is receiving this year. The current proposed level of appropriations for education revenue sharing is $3 billion. Thus, the appropriations will have to increase by at least one-third for New York State to receive additional money. This, compounded with the increasing costs of education, means it will take a number of years before New York State can effectively regain its current position.

The computation of New York's share of revenue sharing before hold harmless ($215.5 million, page 4) has to be increased by approximately 50 percent for New York State to be held harmless ($305.9 million, page 4). Until this difference can be made up by increased appropriations, additional money will not be available to New York State. The leveling effect of the proposed program is what causes New York State to lose so much money. The assumption of the current formula is that what a dollar will buy in Mississippi it will also buy in New York. In an alternative, if the revenue sharing proposal has added a weighting factor of National or State average per pupil expenditure, whichever is higher, New York's share returns to the current level of program funding, plus approximately a two-percent increase ($312.2 million, page 4). This alternative to the President's proposal distributes available money such that New York State does not lose, but it does not provide enough for increasing costs. Increased appropriations are needed to take care of increasing costs. The alternative to the President's Program of Weighted Revenue Sharing establishes a floor of the National average per pupil expenditure and provides for higher cost factor states.

The realignment of money between programs shows the current disparagement between what New York State is currently getting and what they probably should be receiving. For example, under Vocational Education, we currently receive approximately 6.6 percent of the program money available for vocational education, while under the President's Revenue Sharing, we receive 8.2 percent and under our Alternative, Weighted Revenue Sharing, we would receive 11.7 percent (see page 5). Vocational Education is among those programs in which New York State does not receive its fair share. Under the Disadvantaged program, principally Title I, we currently receive 13.5 percent of the monies. Under the President's Revenue Sharing, we would be reduced to 9 percent and under our Alternative, Weighted Revenue Sharing, we would once again approximate our current share of those funds. Thus, from a financial point of view, New York has nothing to gain and everything to lose under the President's Revenue Sharing Program.

In our Hold Harmless Baseline, we are still in disagreement with the U. S. Office of Education. Our computation of a Hold Harmless Baseline is $305.9 million. The U. S. Office of Education's computation is $289.3 million (see pages 6-7). The areas of disagreement are principally in Vocational Education and Support Services, particularly in the School Lunch/School Milk Program. The Office of Education can be expected to be very quick in discharging the school milk reduction as not a part of this program. We do not believe that this dismissal is valid since on page 145 of the Budget of the United States Government Appendix, FY 1972, it states, "The need for a separate Special Milk Program has been eliminated by the serving of complete lunches, including milk, under the School Lunch Program." It should be argued that if the School Milk Program is to be included in the School Lunch Program, one must consider the School Milk Program monies of this year as then being a part of the School Lunch Program next year. To argue otherwise would be to participate in a shell game.

It is our understanding that the current bill is one of two proposals in the reorganization of federal programs. Without the details of the second bill, presumed to be submitted to Congress during this session of Congress, it is not possible to give a thorough analysis of the total impact of the reorganization. The concept of program consolidation is certainly to be applauded. The specifics of the consolidation appear to fall short in certain areas, such as the disadvantaged. It would seem logical this area should include additional programs, such as ESEA, Title VIII, dropout prevention. The consolidation of the disadvantaged programs should allow for an overall planning of an effort for the disadvantaged.

The consolidation appears to make some substantive changes in the intent of the current legislation. Most significant in this area appears to be the separation of postsecondary vocational education programs from that of elementary and secondary vocational education. While there is a possibility of implying that postsecondary vocational education is to be included, since it is not excluded, the constructing of the intent is provided very little basis from either the formula or other provisions of the bill concerning vocational education. Additionally, the "public housing" impact would appear to be lost in both the formula and the repealing of amended sections under P. L. 874. The lack of inclusion of learning disabilities within the definition of handicapped children appears to be a serious omission from the definition of handicapped children.

The concept of state plans is a highly desirable provision in the educational revenue sharing bill. The lack of specifying that the state agency to administer this program should be an educational agency in the state is a serious omission. The administration of the program as specified in the proposed bill does not take cognizance of the differing organizational structure of education among the states. This federal legislation would appear to be taking on a federal role of unifying the structure of education in our country without taking into consideration state custom and constitutional or other legal forms currently existing.

In sum, New York State-a high education effort and expenditure state-- is being leveled in terms of its share of federal funds under the current bill. Additionally, the impact of reduced funds will serve a severe impact on current educational programs in the state. The concept of program consolidation is one that has been put forth by the State Education Department for a number of years. The current proposed program consolidation would appear to have a number of deficiencies, particularly in the narrowing of the concepts and impact of the current legislation that is to be repealed. The movement to a strong state plan program is desirable for more effective planning and allocation of both federal and state resources. The restructuring and standardizizing of individual state's functions concerning education by federal law is not desirable.

"Education Revenue Sharing"
Comparison of Allocations of Federal Programs Consolidated
New York State
(Summary)
(Millions)

Program	Fiscal Year 1971 Appropriations /1	President's Program: Revenue Sharing Before Hold Harmless /2	President's Program: Revenue Sharing Hold Harmless /3	Alternative, Weighted Revenue Sharing Before Hold Harmless /4
Schools-- Federally Affected Areas	$ 16.8	$ 8.7	$ 10.6	$ 11.2
Disadvantaged	203.5	128.2	172.8	185.3
Handicapped	12.6	13.1	17.7	18.9
Vocational Education	23.0	26.2	35.3	37.8
Support Services	50.0	39.3	52.9	56.0
TOTAL	$305.9	$215.5	$289.3	$312.2

Source: /1 State Tables of 1972 Budget Estimates, D/HEW, February 1971

/2 U. S. Office of Education, Allocation of $2.7 billion ($3.0 billion less 10% setaside for Secretary)

/3 HEW Memorandum to Member of Congress, April 5, 1971

/4 U. S. Office of Education, Allocation of $2.7 billion ($3.0 billion less 10% setaside for Secretary), weighting factor National or State average per pupil expenditure, whichever is higher (similar to ESEA, Title I, formula)

Revised
4/19/71

"Education Revenue Sharing"
Comparison of Allocations of Federal Programs Consolidated
Percentage of Share Under Each Program to New York State
(Summary)

Program	Fiscal Year 1971 Appropriations	President's Revenue Sharing	Alternative Weighted Revenue Sharing /1
Schools--Federally Affected Areas	3.5%	2.1%	3.0%
Disadvantaged	13.5	9.0	13.0
Handicapped	9.6	8.2	11.7
Vocational Education	6.6	8.2	11.7
Support Services	7.2	8.2	11.7

Source: U. S. Office of Education

/1 Weighting factor National or State average per pupil expenditure, whichever is higher (similar to ESEA, Title I, formula)

NOTE: Columns will not total. Percentage total of 100% would be the total of each State's share of a particular program, e.g., Handicapped.

4/19/71

"Education Revenue Sharing"
Computation of Hold Harmless for Federal Programs Consolidated
New York State

Program	FY 1971 /1 Appropriations (Millions)	President's Program Estimation Difference With USOE Difference + (-) (Millions)
Schools--Federally Affected Areas		
SAFA (P. L. 81-874, less Sec. 6)	$ 16.8	$
Subtotal	16.8	0
Disadvantaged		
ESEA I--Educationally Deprived		
A--Local Assistance (less Sec 103 (a) (5) --Handicapped)	195.1	
Administration	2.0	
B--Incentive	.9	
C--Urban and Rural Schools	2.0	
VEA B--Socially Disadvantaged (Sec. 122 (a) (4) (A)	3.5	
Subtotal	203.5	(.8)
Handicapped		
EHA B--(ESEA VI)--State Grants	2.6	
ESEA I Sec. 103 (a) (5)	5.8	
ESEA III Sec. 305 (B) (8)	1.9	
VEA B--Sec. 122 (c) (3) or Sec. 122 (a) (4) (B)	2.3	
Subtotal	12.6	0
Vocational Education		
VEA--B--State Grants (less Sec. 122 (a) (4) (A) and (B)--Disadvantaged and Handicapped)	17.4	
C--Research	2.4	
D--Innovation	.6	
E--Residential	--	
F--Consumer and Homemaking	1.4	
G--Cooperative Education	.8	
H--Work Study	.4	
I--Curriculum Development	--	
Subtotal	23.0	(3.1)

Program	FY 1971 /1 Appropriations (Millions)	Estimation Difference With USOE Difference + (-) (Millions)
Support Services		
Office of Education		
ESEA II - Library	$ 6.5	$
ESEA III - Supplementary Services (less Sec. 305 (B) (8)--Handicapped)	9.3	
ESEA V - State Agencies	1.5	
NDEA III - Equipment	2.8	
EPDA B-2- Critical Teachers (TC)	.9	
Adult Education	3.8	
Subtotal (OE)	24.8	0
Department of Agriculture		
School Lunch --Sec. 4	14.5 /2	
School Milk	9.3 /3	
Child Nutrition--Sec. 5--Equipment	1.2 /2	
Sec. 7--Administration	.2 /2	
Subtotal (A)	25.2	(12.7)
Subtotal--Support Services	50.0	(12.7)
TOTAL	$305.9	$ (16.6)
USOE Hold Harmless Baseline		$ 289.3

Source: /1 State Tables of 1972 Budget Estimates, D/HEW, February 1971

/2 Notice of Revised Program Limitations for New York State, U. S. Department of Agriculture, January 29, 1971

/3 Letter of Credit Authorization--New York State, U. S. Department of Agriculture, January 29, 1971

Revised
/19/71

EDUCATION REVENUE SHARING /1

Funding Level

First full year of operation: $3 billion

From existing programs: 2.8 billion
Additional funds: 200 million

Areas of Assistance

Education of the Disadvantaged: Programs and projects designed to meet the special educational needs of educationally deprived children in school attendance areas having high concentrations of children from low-income families, of migrant children, and of neglected and delinquent children for whose education the State is responsible.

Education of the Handicapped: Programs and projects at the preschool or any other educational level designed to meet the special educational needs of handicapped children.

Assistance to Schools in Areas Affected by Federal Activities: Provision of financial assistance for those local educational agencies upon which the United States has placed financial burdens by reason of the fact that (a) such agencies provide education for children residing on Federal property, or (b) such agencies provide education for children whose parents are employed on Federal property.

Vocational Education: Assistance to States for vocational education activities.

Supporting Materials and Services: Such materials and services as the purchase of school textbooks, library resources, and educational equipment; the provision of supplementary educational centers and services, of school pupil personnel services, of adult education, and of school meals; the training or retraining of teachers, teacher aides, and other school personnel; the strengthening of State or local educational agency capabilities and of educational planning at the State or local level; the support of the State advisory council; and the administration at the State level of the program carried out under the Act.

Allotment and Use of Shared Revenues

Each State would be eligible to receive a grant equal to:

1. 60% of the average per pupil expenditure in the United States multiplied by the number of pupils in average daily attendance residing with a parent on Federal property in such State; and

2. Its relative share of the total amount appropriated (after deduction of the "a" category SAFA entitlements as noted above), based on:

(a) 1.0 multiplied by the number of children aged 5 to 17, inclusive, in such State who are in low-income families;

(b) .6 multiplied by the number of children in average daily attendance in the public elementary or secondary schools of such State during such fiscal year who (i) resided on other than Federal property with a parent employed on Federal property, or (ii) had a parent on active duty in the uniformed services; and

(c) .1 multiplied by the number of children aged 5 to 17, inclusive, in the State.

/1 Source: U. S. Office of Education

Allotment and Use of Shared Revenues (continued)

That portion of a State's allotment attributable to the presence of low-income children shall be available only for programs and projects designed to meet the special educational needs of educationally disadvantaged children who reside in school attendance areas having high concentrations of low-income families, who are migratory children of migratory agricultural workers, or who are neglected or delinquent children for whose education the State is directly responsible.

That portion of a State's allotment attributable to the presence of Federally connected children shall be available for any educational activity.

One-sixth of that portion of a State's allotment based on children 5-17 in the State shall be available for education of the handicapped; one-third shall be available for vocational education; and one-half shall be available for supporting materials and services.

Distribution of Shared Revenues within Each State

Each State would pass through to local educational agencies (1) the funds attributable to the presence of pupils residing with a parent on Federal property and (2) the funds attributable to the presence of children from low-income families in such agencies (less any amount determined by the State to be necessary for programs for neglected or delinquent children for whose education the State is responsible), but only if:

(a) such amount is at least $10,000, and

(b) the services provided in each of the schools of such agency with funds other than funds received under this Act have been determined to be comparable, by the State administering agency, with the services so provided in all of the other schools of such local educational agency.

The remainder of the State's funds would--

(1) be retained at the State level for operation of State-wide programs, and

(2) be distributed among local educational agencies according to relative needs for the types of assistance available.

Transfers among Areas of Assistance

The State would be permitted to transfer up to 30% of the funds attributable to any one area of use to any other such area, except that no transfers of funds from the area of the disadvantaged would be allowed.

Additional transfers above the statutory limit would be permitted if the State demonstrates to the satisfaction of the Secretary that such action will achieve more effectively the purposes of the Act.

Operation of the Program

The chief executive officer of each State which desires to participate under the Act shall designate a State agency to administer the program.

The designated agency shall, for each fiscal year, develop and publish a plan for the distribution and expenditure of funds under the Act. Such plan shall be developed in consultation with the State advisory council, shall not be finally adopted until a reasonable opportunity has been given to interested persons for comment thereon, and shall be made available to the Secretary.

The chief executive officer of each State would also appoint a State advisory council broadly representative of the education community in the State and of the public, including representatives of public and nonprofit private schools, representatives of the populations in the State affected by activities under the Act; persons with special competence in the planning, evaluation, and assessment of education programs; and persons with special competence in the education of the disadvantaged, the handicapped, and vocational education.

Special Payments

From the sums appropriated, the Secretary may reserve up to 10% for making payments to any State to assist it in carrying out activities under the Act which are designed to further achievement of national policy objectives in education.

Participation of Nonpublic School Children

Except where prohibited by State law, equitable participation of children enrolled in nonpublic elementary and secondary schools would be provided in the disadvantaged, handicapped, vocational, and support services areas. Where State law prevents such participation, the Secretary may permit the State to participate, but he shall arrange for such children to receive similar services on an equitable basis and shall pay the cost thereof out of the State's allotment.

In addition, a State would provide that title to and control of funds received under this Act and other property derived therefrom will remain in one or more public agencies.

Civil Rights

Revenues shared under this Act shall be considered as Federal financial assistance within the meaning of Title VI of the Civil Rights Act of 1964.

Transition from Existing Programs

The Act authorizes the appropriation of such sums as may be necessary to enable the Secretary to make, for the period January 1 -- June 30, 1972, payments to States to assist them in planning for the transition from the system of categorical grants authorized by statutes repealed by this Act to the system of revenue sharing for education authorized by this Act.

Effect on Existing Programs

Repealed (effective with respect to appropriations for FY beginning after 6/30/72)

Elementary and Secondary Education Act of 1965

Title I -- Education of the Disadvantaged
Title II -- School Library Resources, Textbooks, and other Instructional Materials
Title III -- Supplementary Educational Centers and Services; Guidance, Counseling, and Testing
Title V -- Strengthening State and Local Educational Agencies

Education of the Handicapped Act

Part B -- Assistance to States for Education of Handicapped Children

The Smith Hughes Act (Vocational Education Act of 1917)

Public Law 81-874

Section 3(a) -- Children of persons who reside and work on Federal property
Section 3(b) -- Children of persons who reside or work on Federal property
Section 4 -- Sudden and substantial increases in attendance

National Defense Education Act of 1958

Title III -- Financial Assistance for Strengthening Instruction in Science, Mathematics, Modern Foreign Languages, and other Critical Subjects

Education Professions Development Act

Part B-2 -- Attracting and Qualifying Teachers to Meet Critical Teacher Shortages

Vocational Education Act of 1963

Part A -- General provisions
Part B -- State vocational education programs
Part C -- Research and training in vocational education
Part D -- Exemplary programs and projects
Part E -- Residential vocational education
Part F -- Consumer and homemaking education
Part G -- Cooperative vocational education programs
Part H -- Work-study programs for vocational education students
Part I -- Curriculum development in vocational and technical education

Effect on Existing Programs -- Repealed (continued)

- Adult Education Act (except for Sec. 309: Special Experimental Demonstration Projects and Teacher Training)
- Public Law 81-815 (except for sections 9, 10, 14, and 16)
- Child Nutrition Act of 1966
  - Section 5 -- Nonfood Assistance Program
  - Section 7 -- State Administrative Expenses
- National School Lunch Act
  - Section 4 -- Apportionments to States
  - Section 5 -- Nonfood Assistance
  - Section 7 -- Payments to States
  - Section 8 -- State Disbursement to Schools
  - Section 10 -- Nonprofit Private Schools

Not Affected

- Elementary and Secondary Education Act
  - Title VII -- Bilingual Education Programs
  - Title VIII -- General Provisions (including the dropout prevention program)
- Education of the Handicapped Act
  - Part C -- Centers and Services to Meet Special Needs of the Handicapped
  - Part D -- Training Personnel for the Education of the Handicapped
  - Part E -- Research in the Education of the Handicapped
  - Part F -- Instructional Media for the Handicapped
  - Part G -- Special Programs for Children with Specific Learning Disabilities
- Head Start and Follow Through
- Emergency School Aid Act (proposed)
- National Institute of Education (proposed)
- Cooperative Research Act
- all higher education legislation (except part B-2 of title V of the Higher Education Act of 1965)
- all library and educational communications legislation

Dr. NYQUIST. I would like to highlight these points of concern about the special revenue-sharing proposal.

The bill would consolidate programs, and we favor that. It would require State plans for the administration of programs, and we favor that. We object, however, (1) to the fact that responsibility for administering programs is not assigned directedly to State education agencies and (2) that the allotment formula for distribution of funds would be financially disastrous for New York. Our detailed statement provides a careful analysis of the financial aspects of the proposal. It is true that New York would be "saved harmless" from loss of funds under the proposal, but we would never begin to share in the growth of the program until there is a national increase of more than $1 billion. That is not our idea of "shared" revenues.

I hope that the members of the subcommittee will have an opportunity to review our statement. I repeat our strong support of the national partnership in education bill as an alternative to special revenue-sharing for education.

Mr. PUCINSKI. Thank you, Dr. Nyquist. I appreciate your frank analysis of the differences between the administration's revenue-sharing and the substitute that we have introduced in the National Partnership in Education Act.

This is precisely what we are hoping to find out from people like yourself. What's the best way that the Federal Government can help, if indeed the Federal Government is going to help, in education?

We have a tendency to proliferate educational legislation in the Congress. In each instance, this legislation is on top of the local effort. I seem to get the impression that the problem local education agencies are faced with is to keep the system operating. It was for that reason we introduced the Partnership in Education Act, to give you some unfettered money, keep the system going, and then to build on that system.

Now, in your statement about the segregation aspect of this whole problem, you said that de jure and de facto segregation should be eliminated. I imagine New York, like every other community in this country, has a problem of a large concentration of minority youngsters in the city, black or brown, and then a large concentration of white youngsters in the suburbs.

In your statement you talked about a definition of a plan within the jurisdiction of the school system. Can we really achieve any meaningful desegregation if we are going to limit ourselves to the jurisdiction of a school system, or do you feel that we have to go on a metropolitan basis?

How are you going to desegregate New York when you have in New York City a majority of your school population either brown or black?

In the city of Washington there is a 94-percent black population. How are you going to desegregate Washington, D.C.?

So I am wondering, Doctor, if you feel as strongly as you do about the whole problem of de jure and de facto segregation whether that means that in order to eliminate de facto segregation we are going to have to engage in a massive program of busing suburban children into the city and urban children into the suburbs? Because you are certainly not going to integrate within the city itself.

You have something to work with in terms of desegregation.

Dr. Nyquist. I agree. In some areas, especially in the big cities, it is going to require some form of metropolitan cooperation.

Mr. Pucinski. What do you think would be the reaction of parents of children if we were to propose, as the Senate bill does propose, sort of a massive program of busing children on a metropolitan basis?

What do you suppose would be the reaction of the parents in the suburbs to having their children bused into the city for the school period in order to achieve integration and overcome de facto segregation?

Dr. Nyquist. I think there is going to be some question about the emotional reaction, not so much on the basis of busing but because of the nature of the problem. We do an enormous amount of busing for children to have access to educational opportunity throughout the State.

This would be an added amount.

Mr. Pucinski. Then are we saying, Dr. Nyquist, that the answer to the educational problems of America is a massive nationwide busing program?

Dr. Nyquist. We always seem to zero in on busing. That has become the emotional term here. That is not the only thing that is required here. I have just had a chance to look a few minutes at H.R. 7212, Mr. Badillo's bill.

Mr. Badillo. It is the same thing as the Ribicoff bill.

Dr. Nyquist. Yes, I know. As I turn the pages here, I see there are many things authorized by this bill which would help to achieve desegregation and integration on a metropolitan basis.

Mr. Pucinski. You say that we are hung up on the busing. I get the feeling that we are hung up on the whole question of desegregation. Now——

Dr. Nyquist. I agree.

Mr. Pucinski. Is racial integration really the biggest single problem confronting the American educational system?

Is integration really the thing that is going to make or break the quality of the kind of education that we give children?

I get the feeling that we are hung up on the whole question of integration, and for 10 years now, or at least since the—well, more than that—since the 1954 decision. You get the feeling that in many communities of this country education has come to a standstill while we go through this huge social experiment of bringing children together in different races, and education itself, the whole thrust of education has become of secondary importance to the educators.

The educators are being pummeled by court decisions and prosecutors and civil rights groups and local courts and Federal courts and HEW and the Justice Department, and I am just wondering, is this really the problem, the most important single problem confronting the country today?

Dr. Nyquist. It is to me.

Mr. Pucinski. Would you elaborate on that, Doctor?

Dr. Nyquist. Well, integration and desegregation is much more than just an educational matter. It is a social and economic matter. But I think there is no question about it. It leads to better education. It is a moral problem here in America. I think separateness is not a way to live a life, and that is what we have got.

If we are going to achieve the ideals we have, and there is a big disparity between our noble ideas and our behavior, I think the schools have a tremendous role to play in making America work, creating racial and cultural understanding, besides achieving better education.

Mr. PUCINSKI. Does the New York Department of Education have any studies, any statistics, to indicate that there is an increase in the learning ability of children who are attending integrated schools as contrasted to quality education in schools which for various reasons have a large concentration of minority groups?

Dr. NYQUIST. Yes.

Mr. PUCINSKI. Not necessarily because of any de jure segregation, but because of de facto. Do you have any studies that indicate that minority children do learn better in an integrated environment than they do in an environment which by the very nature of the circumstances creates a segregated environment?

Dr. NYQUIST. Yes. I am leaving the research report "Racial and Social Class Isolation in the Schools" with you.

Mr. PUCINSKI. What does that report show, Dr. Nyquist?

Dr. NYQUIST. A positive response to the question that you raised, Mr. Chairman.

Mr. PUCINSKI. I would like to put this report in the record.

Would you call the committee's attention to that portion of the report which contrasts learning patterns of minority group students who are in a quality school, albeit segregrated, and a quality school that is integrated?

Dr. NYQUIST. I can't for the moment point that out to you.

Mr. PUCINSKI. Is there anything in this report that compares—first of all, let me rephrase the question.

Were there any schools considered in this report which are totally segregated, but are quality education schools, or do you have such a thing?

You see, the reason I ask this question, Dr. Nyquist, is that it stands to reason that if you have a very bad school in a ghetto and you have a good school in the suburb, and you transfer a child, white or black, to a good school environment, obviously this child is going to show an improvement in his learning pattern; but I want to know what would be the results of the learning pattern of that same minority child if you gave him good quality education in the ghetto, and would he show a substantially better improvement in his learning pattern simply by being integrated, or would he show the same pattern assuming that the quality of education was the same in the ghetto?

What I am trying to find out is if there is any evidence that integration in itself—in itself—improves the learning pattern.

Dr. NYQUIST. There is no question but what integration does. The evidence is in here.

Mr. PUCINSKI. Would you point out to where that evidence is, Dr. Nyquist?

We are going to place in the record the Report by the University of the State of New York and the State Education Department, Bureau of School and Cultural Research, called Division of Research Reports, Racial and Class Isolation in the Schools: A Summary Report.

(The material referred to follows:)

RACIAL AND SOCIAL CLASS ISOLATION IN THE SCHOOLS: SUMMARY REPORT

A Report to the
Board of Regents of
The University of the State of New York

The University of the State of New York
THE STATE EDUCATION DEPARTMENT
Division of Research
Albany, New York 12224
February 1970

THE UNIVERSITY OF THE STATE OF NEW YORK

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President of the University and Commissioner of Education
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PREFACE

The original report on racial and social class isolation in the schools was prepared at the request of the Regents of The University of the State of New York, and Commissioner of Education, Ewald B. Nyquist, who in July 1969 asked the Division of Research, New York State Education Department, to gather and interpret the available facts relating to the topic of racial isolation in the schools, particularly as they might clarify and define the problem in New York State. The result of this request went through many stages, beginning in July 1969, with two brief and successive reports which summarized the findings of major and minor studies of the educational and psychological consequences of segregation in the schools. In August, we began preparation of a detailed technical review, finishing a preliminary draft some 7 weeks later. Following presentation of the preliminary draft to the Board of Regents, we added to and further refined the report to its present stage of completion. This technical report comprised 620 pages and was published in December 1969.

The present report summarizes the detailed findings of the seven chapters included in the complete technical report. Chapter I presents a brief review of the legal background of racial isolation in the schools, and further reviews official policy and programmatic efforts relating to the elimination of *de facto* segregation in the schools in New York State.

The second chapter is an analysis of growth trends in the white majority population and among the Negro and Puerto Rican minority populations in the State and Nation. The extent to which Negro and Puerto Rican student populations are isolated in the public schools of the State is analyzed, together with analyses of the extent to which such isolation has increased or decreased in recent years. The results of these analyses define the current extent of the problem of ethnic isolation in the schools of the State, as well as provide some indications of whether racial isolation in the schools may be expected to increase in the near future. In the final section in chapter II, the correspondence between racial and social class isolation in the schools is examined.

The third chapter is a review of selected studies relating to differences in intellectual, educational and psychological development associated with social class and ethnic group membership. The purpose of this chapter is to define certain educational and psychological deficits which have a number of implications for the design of educational environments for different groups of socially and economically disadvantaged children. The findings reviewed in this section also provide a background through which the findings of subsequent chapters may be appropriately viewed.

Chapter IV is a critical examination of major studies of the relationship between racial and social class isolation in the schools and intellectual, educational, and attitudinal development in advantaged white and disadvantaged minority student populations. The reports examined in this section are broadly based studies of probable causes of educational development in students in schools and classrooms with different levels of racial and social class isolation. This research further examined the contributions of school and nonschool factors to educational development in majority and minority student populations. The findings reviewed in this section have a number of implications concerning the conditions which may be manipulated in the schools to increase the likelihood of equal educational opportunity for socially and economically disadvantaged children. The final section of chapter IV briefly examines the implications of survey research on racial and social class isolation in the schools for the development of positive interracial attitudes and contact.

Chapter V presents a critical review of studies of integration initiated at the local level in response to the national and State commitment to school integration. These studies comprise a variety of integration techniques initiated primarily in urban and metropolitan areas where *de facto* segregation was in existence. The analysis in this section attempts to determine whether the relationship between integration and educational development varies as a function of such factors as length of time integrated, social class composition of the school, type of transfer program, elementary or secondary levels, proportion white in the classroom, and whether students transferred to integrated schools compare favorably in educational development with students who remain in segregated schools. The final section of chapter V examines the potential of the integrated school setting for promoting interracial acceptance and positive interracial attitudes.

Chapter VI is a selective review of studies of compensatory education programs, from preschool through the college level. Through a critical examination of research on the effectiveness of such programs as Head Start, Title I, and a number of small scale efforts, an attempt is made to evaluate the validity of different approaches to compensatory education. The final section of chapter VI summarizes studies of the relative effectiveness of compensatory education and school integration programs in affecting the educational development of disadvantaged children.

Chapter VII, the final section of the report, explores in further detail certain implications for research and practice suggested by the findings reviewed in the main body of the report. Generally, the nature of the evidence precludes making highly definitive recommendations. However, certain stable findings do suggest a number of new guidelines for school desegration, as well as other ways in which the instructional and community context might be manipulated to enhance the chances that Negro and other disadvantaged children may experience improved educational opportunity. Chapter VII also includes a brief summary of recent evidence of increasing racial cleavage in the schools, as shown by surveys of the incidence of interracial conflict occurring at the secondary level in 1968–69. For obvious reasons this last topic has considerable consequence for planing school integration programs, and we have therefore endeavored to place it within the context of other recommendations made on the basis of the chapter findings.

ACKNOWLEDGMENTS

This report was prepared by the staff of the Bureau of School and Cultural Research; Carl E. Wedekind, Director, Division of Research, and Robert P. O'Reilly, Chief, Bureau of School and Cultural Research. The major contributor to the study was Robert P. O'Reilly (editor, and author of the summary chapter, chapters III, IV, VII, and other sections). Principal authors of other chapters include Ruth Salter (chapters II and VI), Howard Berkun (chapter V and other sections), Esther S. Patti (chapter I), Katherine Blueglass (chapter VI), and Peter E. Schriber, whose organizational abilities were a major factor in putting this report together. Gregory Illenberg, William Kavanagh, Zelda Holcomb, and Arreed F. Barabasz also assisted in preparation of parts of this report. Much of the data for chapter II were obtained from the Information Center on Education under the direction of John J. Stiglmeier, Director of the Center, with the assistance of Lee R. Wolfe, Chief, Bureau of Statistical Services, and Joan Peak, Senior Statistician. The section on recent legal history in chapter I was written by William A. Shapiro, Attorney, Office of Counsel. Assistance in evaluating the report and developing implications and recommendations for inclusion in chapter VII was obtained from the following individuals in selected fields outside the Department: John Ether, specialist in teacher training (urban education), State University of New York at Albany; Vernon Hall, psychologist, Syracuse University; John Harding, psychologist, Cornell University; Mauritz Johnson, curriculum specialist, State University of New York at Albany, and Robin Williams, sociologist, Cornell University. A special note of thanks is also extended to our clerical staff and the staff of the Bureau of Publications.

A NOTE ON LIMITATIONS

While the scope of this report has been fairly extensive, there are a number of important omissions which deserve recognition. First, we have not explored in sufficient detail the *sources* of educational failure of disadvantaged minority groups in other than the educational context. Secondly, we have not touched on the issue of racial separatism, which is now relevant to the considerations of those involved in the planning and conduct of school integration programs (Sizemore, 1969). Thirdly, the interdependent issues of *interracial conflict in the schools* and *community factors which impinge upon the process of integration* are discussed only briefly in chapter VII. These factors deserve more detailed treatment since both issues appear to be highly important in planning school integration programs (Sullivan, 1969). A fourth limitation is reflected in chapter II which lacks information on the ethnic composition of private schools in New York State (20.4 percent of the school-age population in 1968–69), and contains no breakdown of the public school population into elementary and secondary levels (the elementary level would undoubtedly show a more severe degree of racial isolation). A fifth limitation of the report stems from its focus on racial isolation in New York. Whenever possible, we have attempted to relate our conclusions, based on restricted information, to the broadly based conclusions found in more representative reports. Still, the report generally focuses on research findings which at best may only apply to the North, or possibly only to the Northeast.

The reader is encouraged to keep two additional considerations in mind in examining the conclusions of the report. The first of these is recognition of the fact that contemporary knowledge of the process of school integration and knowledge in supporting areas is incomplete, and what is known is subject to change with more sophisticated research. Secondly, it should be realized that the national commitment to eliminate segregation in the schools is eminently based on broad goals and values of American society. The stance of the social sciences is essentially neutral in relation to societal values, although it may draw much of its direction and support from value considerations, and at times is even used in the hope of defeating or supporting realization of them. We have endeavored to remain neutral in analyzing and evaluating the research findings reviewed in this report, and in stating their implications for contemporary educational policy and practice. We were not neutral, however, in attempting to derive from our study those implications, directions, criticisms, and other bits of advice which appeared to offer a more systematic basis for the planning of school integration programs, or for the development of new and more effective programs for the child in the disadvantaged school.

As a final note, we solicit your reactions to the content of the present report, and hope that you will take the time to put them into writing. Pressed with deadlines we were unable to give certain sections of the report, such as the chapter on implications and recommendations, the care and time that might have made them more comprehensive and useful. We are continuing the process of revision and refinement in the expectation that a more complete document will be made available in the near future.

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INTRODUCTION

Whites, particularly those who have only recently attained a modest measure of affluence, have great difficulty in understanding the meaning behind the symptoms of Negro frustration as evidenced in the recent wave of racial riots (U.S. National Advisory Commission on Civil Disorders, 1968) and the more recent instances of active protest in the schools and in other areas of American life (Kruger, 1969; *Urban Crisis Monitor,* 1969). It is generally believed that the economic, educational, and social status of the Negro has been advancing steadily (Kruger, 1969), and that legal efforts in the cause of integration have had a substantial positive effect upon the extent of racial isolation in the schools. However, a recent analysis of the employment status of Negroes in the United States (Kruger, 1969) indicates that, at the present rate of improvement of income, parity with white incomes can be expected in 805 years. Turning to progress in school integration, Sullivan and Stewart's (1969) analysis of the impact of Federal and State laws and policy relating to school desegregation indicates only minor progress over the past 15 years. The results of the analyses in chapter II of the present report show a substantial and continuing increase in racial isolation in the schools in New York State, and this is a pattern which exists in other industrialized states in the North, the border states, and certain cities in the South (U.S. Commission on Civil Rights, 1967). One may go on to list scores of inequities relating to the economic, social, and educational positions of Negroes and other minority group members, but the main point seems clear: Negroes are at the bottom of American society, educationally and economically — with essentially no improvement in their relative status since the 1940's (West, 1968; Kruger, 1969).

The persistence, and in some respects, worsening of the gap between Negroes and whites has no doubt contributed greatly to social unrest in the United States. It is not generally our nature to continually endure frustration as the U.S. National Advisory Commission on Civil Disorders (1968) states:

> . . . for many minorities, and particularly for the children of the ghetto, the schools have failed to provide the educational experience which could overcome the effects of discrimination and deprivation.
>
> This failure is one of the persistent sources of grievance and resentment within the Negro community. The hostility of Negro parents and students toward the school system is generating increasing conflict and causing disruption within many school districts (p. 25).

The Commission went on to describe the dangers to American society resulting from the failure to integrate the schools:

> We support integration as the priority education strategy; it is essential to the future of American society. In this last summer's disorders we have seen the consequences of racial isolation at all levels, and of attitudes toward race, on both sides, produced by three centuries of myth, ignorance and bias. It is indispensable that opportunities for interaction between the races be expanded (p. 25).

Since the Commission's report in 1968, there has been growing evidence of predicted racial cleavage occurring directly in the schools, as the credibility of the Nation's response to Negro demands has filtered down to the young. *The Urban Crisis Monitor* (1969) reported some 2,000 disorders in the Nation's high schools between November 1968 and February 1969. Racial conflict was reported to be at the heart of the ugliest and most violent of the protests surveyed, and is apparently the major cause of disorders in high schools in the large cities.

The cost of racially and socially isolated schools also includes the enormous effect of violence and crime on the economy and on the lives of thousands of individuals every year. The National Commission on the Causes and Prevention of Violence (*The New York Times,* November 24, 1969) concluded that the United States clearly leads other stable nations in the number of homicides, rapes, robberies, and assaults. The commission further noted that the roots of violence and crime are in *class status*. Given the close correspondence between social class and race, one would then expect Negroes to contribute disproportionately to the extent of crime recorded in the United States. As noted in Wilson (1967) study, the failure of the schools to provide quality education for all appears to be one of the major factors contributing to the high rate of delinquency among lower-status adolescents, whether Negro or white.

It is evident from the findings of this report that, the enormous waste of human resources resulting partially from racial isolation in the schools, can in part be reversed through quality education in the integrated school setting. The findings of this report focus attention on the disadvantaged Negro child, the equally disadvantaged Puerto Rican child, and other children — who generally experience frustration and failure in the school setting. However, it is not only these disadvantaged groups who will benefit from the educational and social changes which will result from the achievement of quality and equality in education. White and other advantaged children will thereby obtain a greatly expanded opportunity to experience the diversity in behavior and custom that has always been part of the American cultural scene. Sullivan and Stewart (1969), in reporting on the process of integration at Berkeley, described numerous instances of interracial interaction among children, parents, and teachers which represent social experiences that cannot be gained firsthand in the isolated white middle-class school. For example, some 500 adult volunteers are currently participating in the educational process in Berkeley. White parents, who formerly feared the effect of integration on their children's achievement, are now helping Negro children to read, write, or do arithmetic.

The general failure to achieve real progress in the elimination of segregation in the schools, whether *de jure* or *de facto,* thus represents a loss to the enrichment of American culture, while at the same time it has increased the level of interracial distrust among both major racial groups. A reflection of this distrust is found in the Negro separatist movement which, among other things, calls for the establishment of quality education in a segregated school setting. Riessman (1966) has correctly analyzed this response as a capitulation to the negative response of whites to moves to initiate desegregation in the schools in various parts of the Nation. The call for separatism is further analyzable as a normal defensive response to the overwhelming frustration which Negroes must have experienced as a function of viewing the record: " If you are not going to help us (as it now must appear), then we will do it by ourselves."

It is, however, not at all evident that quality education can be initiated now or in the near future in a segregated school setting. The findings of Coleman, Campbell, Hobson, McPartland, Mood, Weinfeld, and York (1966), and the U.S. Commission on Civil Rights

(1967) certainly would not support this notion. Rather, the general body of evidence relating to school integration indicates that improvement in the educational development of Negro students can be expected within a relatively short time following the placement of the child in an integrated school setting. There appears to be no other educational treatment which comes as close to the demand for *improvement now* as the proposal for a solution through effective integration.

The overall findings of this report also generally bear out the contentions of the New York State Board of Regents and other policy-making boards, that schools isolated on the basis of race may be decidedly harmful to the educational development of their students. A careful examination of the evidence, however, fails to show that the potentially negative effects of segregated schooling are a function of racial isolation by itself. Rather, it appears that we face a much broader issue emanating from widespread establishment of certain types of educational practices and social and economic segregation of large groups of students in schools in the State and Nation. That is, the *predominant socioeconomic context* of the schools appears to exert an important influence on the educational, intellectual, and psychological development of students. Negroes and certain other minority group members are proportionately more disadvantaged, educationally and otherwise, due to the close correspondence between race and economic status and the continuing and even exacerbating maintenance of residential and school segregation in the North and South. However, any student — whether he be Negro, Puerto Rican, white, or a member of any other identifiable group — is likely to suffer some degree of educational disadvantagement as a function of attendance in schools and classrooms with predominantly lower-status children.

The results of the studies reviewed in this report also provide a substantial but yet tentative basis for a number of recommendations concerning ways in which the social class status of the school and other relevant factors may be manipulated to increase the chances that Negro and other disadvantaged children may experience a more facilitating educational climate. Given the current national commitment to school desegregation, it is of considerable importance that all systematic knowledge be brought to bear on making the process of desegregation as psychologically and educationally effective as possible. A major focus of this report is therefore on the clarification of relevant conditions which may be manipulated in the school to enhance the potentially facilitating effects of desegregation. Such conditions may include arranging appropriate social class balance in the school and classroom, making selective changes in the instructional process, involving students in new kinds of intergroup activities, and others. The findings of other studies reviewed provide a source for additional recommendations concerning some types of qualitative changes which may assist in facilitating the educational development of minority group students during the interim of extensive racial and social class isolation in the schools.

The findings of the review further show that school desegregation is no panacea leading to the sudden disappearance of the intellectual and educational gaps existing between members of the advantaged majority student population and those regarded as disadvantaged minority students. The evidence on this question does indeed indicate that, under certain conditions, school desegregation may result in worthwhile benefits for disadvantaged students. However, knowledge of the process of desegregation is not yet so complete, nor is what is now known of the process so systematically applied that any startling changes in educational development should generally become evident in desegregated minority group students.

It is thus evident that mere attendance in an " integrated " school is generally not sufficient to rectify the results of a grossly inadequate experience. Special and systematic efforts must be made within the integrated school setting, including the development of programs in both the social and academic areas, if the integrated school is to achieve near its potential for all students involved. For those students who will undoubtedly remain in inferior educational settings, isolated by both race and economic status from the broad range of opportunities offered by society, radical departures are needed to achieve effective changes in the schools. The efforts being made now in the cause of integration and through other forms of educational compensation appear to be far outweighed by the growing magnitude of the educational and social problems in the cities.

CHAPTER I

School Desegregation in New York State: A Review of Policy, Programs, and Decisions

In the early history of the United States there were no formal provisions for educating the Negro, and in fact, many states passed laws prohibiting their education. Following the Civil War, efforts were made to make education available to the Negro in both the North and South. By 1900, the South was providing limited financial support for Negro education mainly in the areas of elementary and vocational education. While the North generally provided greater support for Negro education, like the South, most of its facilities were segregated. New York State, however, recognized the inherent inequity of separate educational facilities and in 1900 passed Section 3201 of the Education Law which prohibited discrimination in education because of race, color, or creed. New York thus anticipated the results of many court battles that would find their climax in the 1954 *Brown* vs. *the Topeka Board of Education* decision.

While New York had moved relatively early to eliminate *de jure* segregation, the *Brown* decision drew attention to the State's rather extensive *de facto* segregation that has largely resulted from housing patterns. As in the case of *de jure* segregation, the State has shown a positive and consistent response in attempting to eliminate *de facto* segregation.

The New York State Commissioner of Education in carrying out the policies of the Board of Regents has taken several steps during the past 20 years to provide administrative and programmatic resources for the elimination of segregation. These include:

1. The establishment of an office for the administration of the Fair Educational Practices Act of 1948;
2. A study in 1954 of discrimination in admission to higher education institutions by the Advisory Council on Intercultural Relations in Education whose responsibilities were later expanded to the area of elementary and secondary education;

3. The creation of a Division of Intercultural Relations in Education in 1957 which administers funds provided by the State Legislature to assist school districts in solving problems of racial imbalance, assists in the development of programs designed to achieve integration, provides consultative services to local school officials, and administers antidiscrimination legislation;
4. The creation of the State Education Commissioner's Advisory Committee on Human Relations and Community Tensions in 1962 to advise and assist the Commissioner and local school officials in dealing with the growing problem of *de facto* segregated schools;
5. A statement of *Guiding Principles for Dealing with De Facto Segregation in Public Schools in* 1963;
6. The establishment of a Center on Innovation in 1964 to encourage and guide constructive change in the educational system;
7. The creation of the Office of Urban Education in 1968 to administer funds and carry out the Regents directive of developing a strategy to revitalize urban school systems;
8. The conduct of an ethnic census to indicate how the Department could be better prepared to attack the problem of racial imbalance; and
9. The institution of a Pupil Evaluation Program which affords a look at the " inner-city " and its contiguous districts in studying the need for integration and compensatory education in certain areas of the State.

In support of the Board of Regents and Commissioner's efforts to provide equal educational opportunity, Governor Rockefeller and the New York State Legislature have voiced a commitment to legislate against the immorality of discrimination and to work toward equal educational opportunity. This policy has been stated in the Governor's speeches, messages, memorandums, and in legislative resolutions. The Legislature has appropriated funds designed to assist school districts in eliminating *de facto* segregation, and funds have also been appropriated to assist urban schools in upgrading their educational programs in response to the educational problems of urban minorities and the urban poor.

Despite this effort which has placed New York State at the forefront nationally in efforts to eliminate segregated schools, in 1969 the Legislature passed and the Governor signed into law Chapter 342 which became effective September 1, 1969. Chapter 342 (Laws of 1969) is an act to amend the education law in relation to prohibiting discrimination on account of race, creed, color, or national origin in connection with the education of the children of the State. This legislation effectively prohibits appointed school boards and the Commissioner of Education from directing assignment of pupils and altering school boundaries or attendance zones for the purpose of reducing racial imbalance in the schools. At the same time, the Legislature appropriated $3 million to the State Education Department for assisting school districts in paying the excess costs involved in solving problems of racial imbalance in the schools.

This inconsistency noted in recent legislative action relating to school desegregation in New York State reflects the influences of a number of factors, including the current politically conservative climate of the State and Nation, continuing irrational fears among large segments of the population, and a splintering of the Negro movement into a variety of separatist groups. The situation is now indeed complicated, with some Negro groups demanding the continuation of segregated schooling, with control in the hands of the Negro community (Sizemore, 1969; Wilcox, 1969). The majority of whites and Negroes, however, still favor school integration as the primary solution to the problems resulting from separation of the races in most major facets of life in the United States (Pettigrew and Pajonas, 1964; Pettigrew, 1968; *Newsweek,* June 30, 1969).

As this report shows, racial isolation in public schools of the State has increased substantially in the past few years, and all indicators suggest that this increase will continue without the advent of strong and positive action. Current administrative and programmatic efforts toward the advancement of school desegregation have stemmed only a small part of the tide of increase in racial isolation in the schools, the implications of which had apparently been recognized in former Commissioner Allen's 1966 statement before the U.S. Commission on Civil Rights, " . . . despite the depth of our commitment and the strong efforts that have been made, only a beginning has been achieved (p. 307)." At present, it appears that our beginning efforts have been outrun by continued growth in the seriousness of the problem of racial isolation in the schools.

CHAPTER II

Population Patterns and Segregation in the Schools

This section of the report examined national and State trends in the growth of Negro and Puerto Rican populations relative to the growth of the white majority, with the intent of determining their implications for ethnic isolation in the schools. Based on data from the Information Center on Education, the extent of ethnic isolation in the schools was analyzed over a 2-year period to determine where ethnic isolation in the schools was relatively severe, and whether such isolation was on the increase.

Overall Population Trends by Ethnic Group

Examination of population growth trends showed that New York State reflects the national trend of increases in the number and proportion of nonwhites in a generally expanding population. Figure 1 shows the relative increases (in percents) of white and nonwhite populations in New York State for three intervals extending from 1940 to 1967. The greater proportional increases shown for the nonwhite population is reflected in the fact that in 1940 nonwhites made up 4.5 percent of the population in New York State, whereas in 1967 they comprised 10.1 percent. Puerto Ricans constitute another substantial minority group, accounting for nearly 6 percent of the population of the State in 1969.

As elsewhere in the Nation, nonwhites in New York State are largely concentrated in the urban and metropolitan areas. As shown in figure 2, in 1967, 75 percent of the nonwhites in the State lived in New York City alone, with 86 percent living in the New York City metropolitan area. Nearly all of the Puerto Ricans of the State (95 percent) are concentrated in New York City. Other areas of concentration are the big cities and certain suburban areas in the New York City metropolitan area.

FIGURE 1

Increases in Total White and Nonwhite Populations in New York State 1940–1967[1]

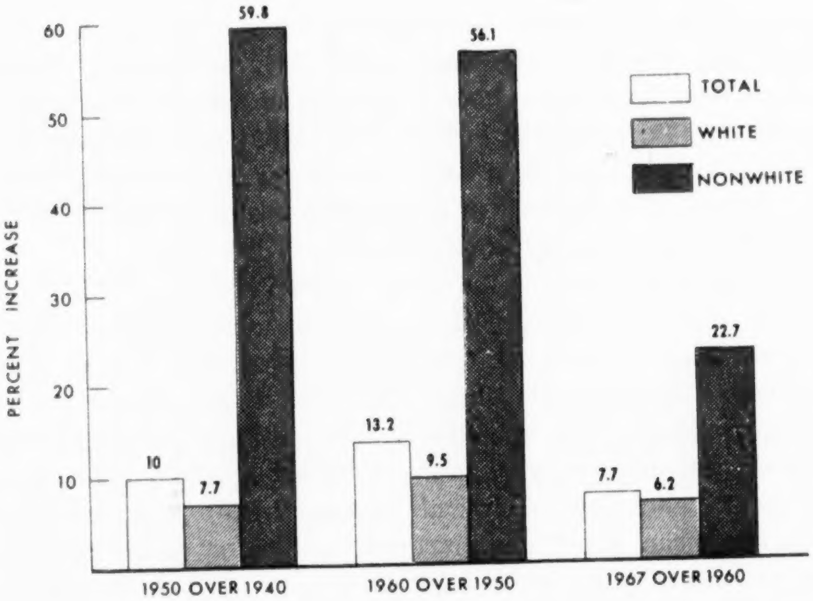
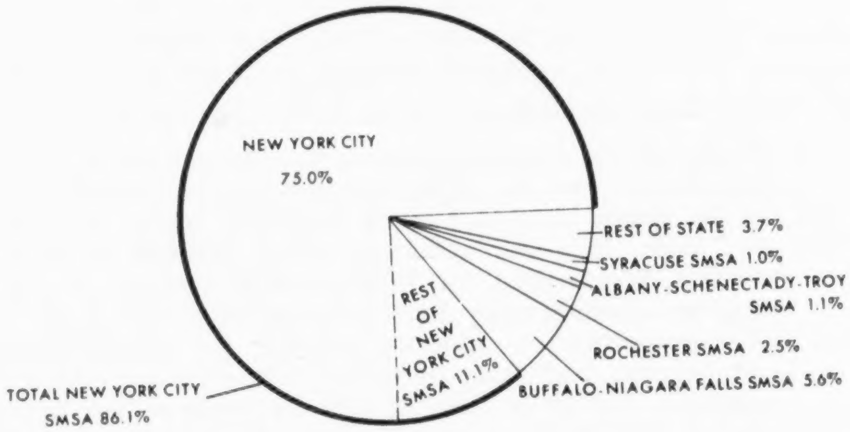


FIGURE 2

Distribution of Nonwhite Population in New York State by Standard Metropolitan Statistical Areas 1967[2]



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[1] Based on data from the New York State Commission for Human Rights (1967).

[2] Based on data from the New York State Division of the Budget (1969).

Growth of Minority Student Populations in New York State

Since the 1966–67 school year, the collection of racial and ethnic data for both elementary and secondary schools has been a part of the Education Department's annual Basic Educational Data System Programs (BEDS). Schools are currently asked to report enrollments by five ethnic groups: American Indian, Negro, Oriental, Spanish-Surnamed-American, and Other. Spanish-Surnamed-Americans are predominantly Puerto Rican in New York State, and the latter designation will be used in this report. The category " Other " is comparable to the white category of the general census except that it does not include Spanish-Surnamed-Americans.

The BEDS data, covering the school years 1966–67, 1967–68, and 1968–69, reveal the same upward trends in the number of Negroes and Puerto Ricans and in the total school population that are shown by the long-range general census data. As shown in table 1, the increases in the nonwhite and Puerto Rican student populations have been proportionately greater than the white student population increase across the 3 school years examined. Between 1966 and 1968, Negro and Puerto Rican pupils combined accounted for nearly two-thirds of the increase in public school enrollment; in 1968 they constituted 23 percent of the public school enrollment.

Ethnic Isolation in the Schools in New York State

Based on the BEDS data for the period 1966–68, trends in the growth of ethnic isolation in the public schools of New York State were analyzed in 42 selected school districts, which together contained 93 percent of all Negro and Puerto Rican pupils in the schools in 1968. The major findings resulting from these analyses were as follows:

1. Reflecting the concentrations of Negroes and Puerto Ricans in certain areas, the largest numbers and proportions of minority pupils are found in the large city school districts of the State, in a few suburban school districts in Nassau, Suffolk, Westchester, and Rockland Counties and in a small number of smaller city districts not far from New York City. The proportions of minority pupils in the smaller districts are in some cases many times higher than those in the urban districts. The proportions of minority pupils in high concentration districts are many times greater than in surrounding districts.
2. In the 2-year period studied (1966–68), there were increases in the numbers and proportions of the Negro and Puerto

TABLE 1

Trends in New York State School Population 1966–1968[1]

	1966–67		1967–68			1968–69			
	Number	%	Number	%	% Increase	Number	%	% Increase	% Increase 1966–68
Total	3,251,654	100	3,336,678	100	2.61	3,406,658	100	2.10	4.77
Negro	438,585	13.5	462,992	13.9	5.56	494,919	14.5	6.90	12.84
Puerto Rican	237,916	7.3	256,094	7.7	7.64	280,275	8.2	9.44	17.80
Other[a]	2,575,153	79.2	2,617,592	78.4	1.65	2,631,464	77.3	.53	2.19

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[1] Data from BEDS, NYSED, 1969.

[a] The term "Other" is used to designate pupils who are neither Negro, Spanish-Surnamed-American (Puerto Rican), American Indian, or Oriental. In this case only, Indians and Orientals, about .7 percent of the total, are included in "Other."

Rican pupils in most of the 42 school districts selected for analysis. In both urban and suburban districts with high proportions of minority pupils, there was a concomitant loss of white pupils and in some cases a decrease in total enrollment. High proportions of Negro pupils were generally associated with white losses. Given the higher birth rates of the minority groups, and the residential patterns of Negroes, whites, and Puerto Ricans, the trend toward higher proportions of minority pupils in some districts can be expected to continue.

3. Table 2 shows in more detail the extent to which the public schools experienced increased racial isolation between 1967 and 1968. For this analysis, all elementary and secondary schools in the 42 districts were placed in 10 categories according to the percentage of " Other " pupils enrolled, i.e., Category I, 0 to 10.9 percent " Others "; Category II, 11 to 20.9 percent " Others "; and so forth through Category X, 91 to 100 percent " Others ". Category I schools, with 0–10.9 percent " Others," are those with the highest proportion of minority pupils, at least 89 percent; Category X

TABLE 2

Distribution of Negro and Puerto Rican Pupils in 42 Selected School Districts in Schools with Varying Proportions of Others: 1967 and 1968[1]

Category	Percent " Others "[a] in Schools	Number of Negroes and Puerto Ricans 1967	Number of Negroes and Puerto Ricans 1968	Percent Negro and Puerto Rican 1967	Percent Negro and Puerto Rican 1968
I	0–10.9	296,576	366,361	43.5	50.2
II	11–20.9	87,118	74,566	12.8	10.2
III	21–30.9	49,496	45,024	7.3	6.2
IV	31–40.9	46,404	51,736	6.8	7.1
V	41–50.9	32,802	38,270	4.8	5.2
I–V	0–50.9	512,396	576,957	75.2	78.9
VI	51–60.9	40,514	30,905	5.9	4.2
VII	61–70.9	40,836	38,184	6.0	5.2
VIII	71–80.9	35,321	42,939	5.2	5.9
IX	81–90.9	39,898	34,105	5.9	4.7
X	91–100	12,126	8,282	1.8	1.1
I–X	0–100	681,091	730,372	100.0	100.0

[1] Data from BEDS, NYSED, 1969.

[a] Pupils not reported as Indian, Negro, Spanish-American, or Oriental.

schools are those with the fewest, 9 percent or less. A low proportion of " Others " is indicative of racial or ethnic isolation; higher proportions of " Others " indicate that some measure of ethnic balance has been achieved. Table 2 shows that, in just the year between 1967 and 1968, the increase in the number and proportion of minority pupils in nearly totally segregated schools (less than 11 percent white) amounted to nearly 24 percent or 70,000 pupils. The numbers and proportions of Negro and Puerto Rican pupils in schools with less than 51 percent white students showed increases, respectively, of 3.7 percent or more than 64,000 pupils; the corresponding figures for minority pupils in 51 percent or more white schools showed a proportional decrease of 3.7 percent or over 14,000 pupils between 1967 and 1968. These facts, taken together, indicate that *ethnic isolation in the schools of New York State has increased and has been most severely intensified in those schools that already had large proportions of Negro and Puerto Rican students.*

4. The problem of ethnic isolation is of the greatest magnitude in New York City where over half a million Negro and Puerto Rican pupils were in schools having more than 49 percent minority pupils (in 1968) and 338,000 of these were in schools having more than 89 percent minority pupils. Growth trends in the New York City schools, with increases in Negroes and Puerto Ricans and attendant white losses, leave no doubt that ethnic isolation in the city will intensify.
5. There are districts outside New York City with equally high or higher proportions of minority pupils in schools with at least 89 percent Negroes and Puerto Ricans or with at least 49 percent minority pupils. Some of these districts have over 50 percent minority pupils, and the achievement of an equitable ethnic balance by redistribution of pupils within the schools of the district is impossible. While pupil ratios within schools might be adjusted to conform with overall minority proportions in these districts, accommodation with neighboring districts would be necessary to bring about an educationally desirable balance.

   Other districts with ethnic isolation, notably city districts such as Buffalo, Utica, Newburgh, Poughkeepsie, and Lackawanna, have high proportions of minority pupils in ethnically isolated schools but the proportions of minority pupils in their total enrollments are more moderate. In these large districts, the possibility of achieving a more equitable ethnic balance appears to exist within the districts themselves.
6. Between 1967 and 1968, the level of ethnic isolation increased in some districts and decreased in others. In general, school districts which were able to reduce the level of ethnic isolation to any marked extent were those with high minority

concentrations in individual schools and a relatively low proportion of Negroes and Puerto Ricans in their total enrollments. Where the proportion of minority pupils in a district is high, any lessening of ethnic isolation that occurs is apt to be undone as a result of the tendancy for minority proportions to increase.

The Correspondence Between Racial and Social Class Isolation in the Schools

The socioeconomic implications of the foregoing analysis of racial isolation in the schools may be judged through brief consideration of relevant data available on nonpublic school enrollments and on the economic status of Negroes and Puerto Ricans. Findings from surveys (U. S. Commission on Civil Rights, 1967) show that, nationwide, about one-sixth of the 1960 school enrollment was in private schools, with the proportion being even higher in the central cities. Furthermore, the nonpublic school enrollment is nearly all white (94 percent white in the cities; 97 percent white in the suburbs). Analysis of the school enrollment figures for New York State for the 1968–69 school year shows that nonpublic school enrollment (elementary and secondary) constituted 20.4 percent or about one-fifth of total school enrollment [New York State Education Department (NYSED), 1969]. In the seven largest city school districts of the State (1966–67) nonpublic enrollments generally constituted larger proportions, ranging from 21.0 percent in Niagara Falls to 50.1 percent in Albany (27.9 percent in New York City).[3] An ethnic breakdown of nonpublic enrollment figures for the State is not yet available for publication, but it is assumed on the basis of the U. S. Commission on Civil Rights (1967) report that the enrollment situation in New York State is basically comparable.

Negroes and Puerto Ricans have traditionally been disproportionately represented among lower-economic status groups although in recent years the number and proportion of Negroes in middle- and upper-income groups have grown. For example, in 1966, 28 percent of Negro families in the Nation had incomes over $7,000 nearly double the proportion receiving comparable incomes in 1960. At the same time (1965), 55 percent of white families in the Nation received incomes over $7,000. Although these data show increases in the proportions of Negroes attaining middle income status, 32 percent of all Negro families still earned less than $3,000 in 1966 as compared to 13 percent of all white families.

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[3] Based on data from BEDS, NYSED, 1969.

Other data indicate that the economic status of Negroes and other minority groups is more aggravated in the urban areas of the Nation. In 1966, the proportion of nonwhites below the poverty level was about four times as great in the central cities as in the regions outside the central cities (42 percent versus 11 percent). New York City, with the largest number of minority pupils in the State public school system and the most extensive ethnic isolation, has a wide range of family incomes. A recent study of economic conditions in New York City (Gordon, 1969) estimated that 28.4 percent of Negro and Puerto Rican families and 3.7 percent of white families had incomes below the poverty level of $3,500 for a family of four. Another 31.1 percent of Negro and Puerto Rican families earned between $3,500 and $6,000 versus 13.6 percent of white families. At the other end of the scale, 4.2 percent of the Negro families could be considered affluent (income in excess of $14,500) versus 26 percent of the white families. Altogether 36.5 of the New York City population of whites, Negroes, and Puerto Ricans were in " poverty " or " low income " families; and 17 percent were in affluent families. Data on family size and income further indicate that low income families have greater numbers of children.

Figures on " poverty eligible " children used in determining district aid under Title ESEA for 1968 showed over 257,000 New York City children aged 5 to 17, were receiving Aid for Dependent Children (AFDC) support, and another 10,000 were being supported in foster homes. These numbers were equivalent to nearly 24 percent of the New York City school enrollment. Assuming that the great majority of AFDC children attend public schools, and recognizing that there are other assistance programs, it can be inferred that at least one-fourth of the New York City public school pupils are welfare recipients.

AFDC figures reviewed for other districts in the State generally showed a rough correspondence between the proportions of minority pupils in the districts and the proportions receiving AFDC. There were some exceptions to this trend, particularly in suburban districts with concentrations of minority pupils.

Altogether this attempt at translation of the racial isolation data into their socioeconomic implications suggests a number of tentative generalizations:

1. Racially isolated schools in New York State are likely to be predominantly lower-status schools.

2. The extent to which racially isolated schools contain predominantly lower-status children is likely to be greater in the larger cities of the State.
3. Schools with substantial numbers of white pupils in the larger cities may also tend toward a lower-status composition due to the tendency for upper-income whites to attend private schools and the greater proportions of minority pupils in lower-status families.

The correspondence between racial and social class isolation in the schools of the State indicates that substantial numbers of children are deprived of one of the more important elements of quality education: the opportunity to interact socially and cognitively with children from upper-status backgrounds.

CHAPTER III

Social Class and Ethnicity: Relationship to Intellectual and Educational Development and Related Factors

The review of research in this section emphasized a number of potentially important sociocultural differences, some of which represent rather firmly established facts and others of which yet require considerable elaboration through research. The review focused on selected studies relating to the following factors: intelligence, academic achievement, language development, special abilities, basic learning abilities, physical health, anxiety, academic motivation, temporal orientation, self-esteem, and level of educational and occupational aspiration. The conclusions of the research reviewed in each of these areas may be summarized briefly as follows:

Intelligence

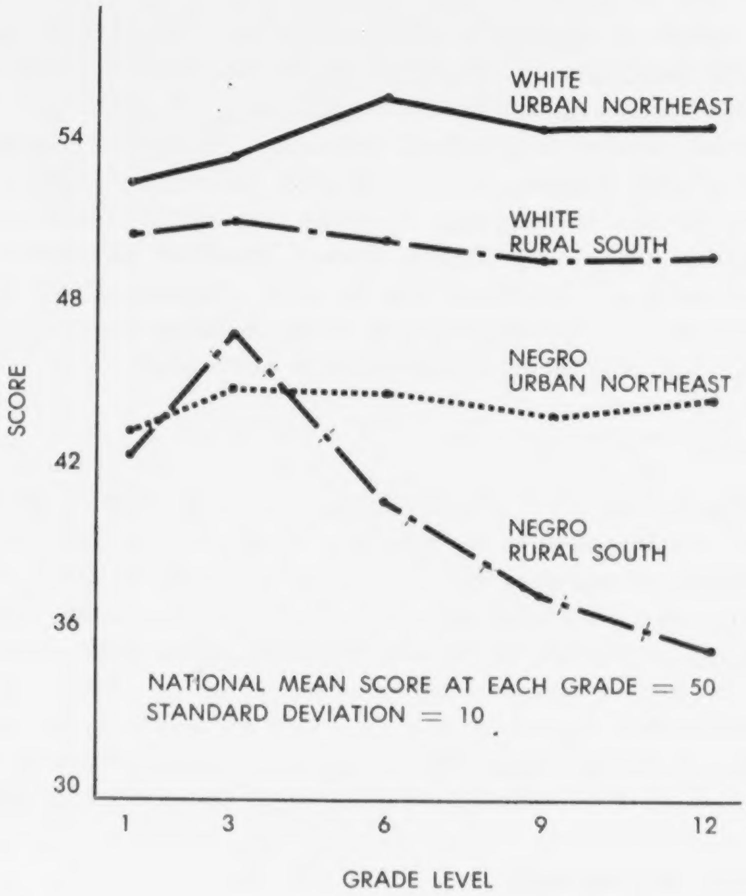
Intelligence level, as measured through a wide range of group and individual intelligence tests, generally shows a less than moderate but positive relationship with indexes of social class level. Further than this, there are ethnic differences in intelligence scores which are only partly explained by typical indexes of social class level. The picture is further complicated (or illuminated) by recent evidence of a differential impact of social class level within ethnic groups, such that the lower-status Negro may suffer more debilitating effects on intellectual development than other lower-status ethnic groups.

Academic Achievement

The evidence relating social status to academic achievement generally indicates that socioeconomic status and intelligence level contribute independently to school achievement. Figure 3 presents regional achievement comparisons for Negroes and whites, based on nationally representative data from the Coleman *et al.* (1966) study. The comparison of whites in the urban Northeast with those in the

FIGURE 3

Achievement Levels in Verbal Skills by Grade Levels, Race and Region[4]



rural South shows the two groups beginning close together at first grade and then diverging over the years of school. The urban Negroes in the Northeast, compared to whites in the urban Northeast, begin further apart than the previous comparison and remain about the same distance apart, demonstrating constant grade by grade differences between Negroes and whites in the Northeast. The most dramatic comparison, however, is that of whites and Negroes in the urban Northeast with Negroes in the rural South. Here the Negroes in the rural South and urban Northeast begin first grade at about the same point below urban whites in the Northeast. Thereafter, the Negro in the rural South increasingly diverges from both groups, ending up approximately two standard deviations below the average for whites in the urban Northeast at grade 12.

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[4] Reprinted by permission of the *Harvard Educational Review:* Coleman, J. The concept of equality of educational opportunity. *Harvard Educational Review,* 1968 (Winter), *38,* 7–22.

The regional comparisons shown in figure 3 are among the more dramatic illustrations of the results of cultural and educational deprivation on certain ethnic minorities. The differences between Negroes and whites in the urban Northeast indicate that approximately 85 percent of Northern Negroes achieve below the average score for Northern whites at all grade levels. The effect of educational and cultural disadvantagement on Southern Negroes, however, is rather staggering — placing *nearly all* such students below the average ability score for whites in the urban Northeast.

Other data presented in the Coleman *et al.* study show that the achievement levels of Puerto Rican students are roughly comparable to those of Northern Negroes. These regional comparisons appear to represent different forms of inequality of educational opportunity. It appears that, across the years of school, education has virtually no effect on the relative level of educational disadvantagement of Negroes in the urban Northeast. Relatively speaking, the Southern Negro obviously suffers further educational disadvantagement the longer he stays in school.

Special Abilities

Scores on tests of special abilities and aptitudes are generally related to social class status in the same manner as scores on traditional intelligence tests. However, recent findings suggest that the effect of social class level on abilities is pervasive but undifferentiating, whereas ethnic group membership results in a patterning of special abilities in important educationally relevant areas. The results of research in this area are in need of extensive replication with additional samples of minority group children at different age levels, and may eventually indicate that educational programs for disadvantaged children must take into account much finer differences than those obtained from the more gross measures of ability represented by the traditional IQ test.

Language Development

The survey of studies on language development generally indicates that the lower-status child's language may be somewhat simpler in syntax, relatively lacking in vocabulary, and may employ fewer descriptive terms and modifiers than the language of the middle-class child. Lower-class communication patterns tend to emphasize commands, short sentences, and a heavier reliance on gestural responses. Although the educational significance of social class and ethnic differences in language patterns is far from clear, it does seem evident that language development plays an important role in certain kinds of problem solving, learning to read, and performance on tests of achievement and ability. The findings thus provide an important and provocative area for experimentation in the educational program of disadvantaged children.

Basic Learning Abilities

Research on basic learning abilities reported by Jensen (1966) has begun to illuminate some fundamental processes underlying the ability to learn in different social class and ethnic groups. Using tests which are largely independent of verbal mediational processes and specific transfer from previous learning, and thus largely independent of the cultural bias of traditional intelligence and achievement tests, Jensen found that basic learning abilities were markedly less affected by class and ethnic differences than were intelligence test scores. A partial explanation for the occurrence of large social class differences in school achievement has been the failure to recognize the basic learning abilities measured in the tests used by Jensen and others, and a corresponding failure of the school in adapting instructional procedures to capitalize on social class differences in ability patterns. Although more definitive research is required, the findings relating to basic learning abilities suggest entirely new approaches to the teaching of socially disadvantaged children.

Anxiety

Studies of anxiety in white children have generally established that anxiety may have pervasive debilitating effects on educational development depending on the nature of the school context and other characteristics of the student. Much more needs to be learned of the potentially more debilitating effects of anxiety and related behaviors on intellectual and educational development among minority group students. However, the evidence now available is sufficiently provocative to suggest that anxiety and certain defensive orientations play a psychologically significant role in newly desegregated school settings as well as in those schools which may be considered disadvantaged as a function of social class composition.

Physical Health

The greater predominance of malnutrition and premature births in the lower social strata and among Negro families probably contributes to a greater predominance of neurological abnormalities among these groups, thus affecting later intellectual development.

Academic Motivation

The development of achievement motivation is dependent upon the modeling of observed adult behaviors and attitudes and other special learning conditions. For the disadvantaged child and especially the disadvantaged Negro child, the available adult models in the home environment, while stressing an inordinately high achievement aspiration, apparently do not provide the appropriate achievement oriented behaviors required for academic success.

Temporal Orientation

Current studies show that constriction in time sense, that is orientation of all or most of the child's thought and activities to the present, as opposed to a future orientation, relates to lower-class status and to undesirable behavior such as delinquency and low academic achievement. Other evidence suggests that a constricted temporal orientation is partly a reflection of continuously experienced failure in the academic context, together with a corresponding weakening of commitment to academic and other values ascribed to by the bulk of society.

Self-Esteem

It is generally assumed that a positive self-esteem enhances and contributes to academic success. Racial stereotypes prevalent in society, however, are generally deprecative of Negroes and contribute to a greater frequency of self-deprecating attitudes among Negro children than among white children. The relationship of these self-deprecating attitudes to academic success, social class, and ethnicity is in need of further illumination through research.

Level of Aspiration

While Negro children tend to verbalize higher academic and occupational aspirations than their white classmates, these verbalizations are generally not accompanied by the behaviors required to attain the goals aspired to, and are probably only psychological substitutes for such behaviors, which the child is unable to enact.

The findings reviewed in this chapter should indicate the complexity of the problems which are likely to be involved in efforts to facilitate educational development in disadvantaged minority group students, whether through school desegregation, compensatory education, or both. The disadvantaged Negro student is not just typically a student with a relatively low IQ score, but he is an individual who is likely to display complex patterns of behaviors and ability levels whose significance in a variety of even more complex behavior settings is yet little understood. The findings of Lesser, Fifer, and Clark (1965), for example, showed that Negro students displayed an ability patterning which differed considerably from other ethnic groups. The Negro sample in this study was second only to the Jewish sample in level of performance on the test of verbal abilities. Current compensatory education efforts, however, appear to place heavy emphasis on the development of verbal skills in disadvantaged Negro students, while under-emphasizing or neglecting other ability areas where these students may be relatively low.

CHAPTER IV

Major Studies of Racial and Social Class Isolation in the Schools

The focus of this section is a critical examination of major studies which investigated the relationship between racial and social class isolation in the schools and intellectual, educational, and attitudinal development in advantaged white and disadvantaged minority student populations. Major sources for the study of these relationships are the Coleman *et al.* (1966) survey, a number of reports in Racial Isolation in the Public Schools (RIPS) (U. S. Commission on Civil Rights, 1967), and a reanalysis of the data from Coleman *et al.* reported by McPartland (1967). Together these reports constitute four separate studies of racial and social class isolation in the public schools, three of which are based on the data from Coleman *et al.* Three additional surveys of the relationship between prior racial and social class isolation in the educational context and adult interracial attitudes and contact were also reviewed. The source for the adult surveys was again the 1967 report of the Civil Rights Commission.

The results reported here are stated in the form of generalizations, many of which were supported in more than one study. The relationships stated are not properly interpreted as: If *A* is changed or manipulated, then there will be a corresponding change in *B*. Precise causes of achievement, attitudes, and other educationally relevant variables have not been determined. For example, one might be tempted to conclude that, if a group of lower-class Negro students were transferred to a predominantly upper-status white school, then some substantial effect would accrue to the achievement levels of the integrated Negro minority. However, any effects of integration in this hypothetical situation would not result from some osmotic process whereby the Negro minority takes on the characteristics of the majority group, but is very likely a slow and cumulative process resulting most directly from complex social and cognitive interactions in the classroom setting. Virtually nothing is known of the nature of the interactions of these phenomena in the biracial classroom, and such interactions are undoubtedly further modified by events in the community and family. The statements which appear below are thus properly interpreted as generalization which define the *gross conditions* that may either impede or enhance, or fail to affect educational and psychological development among Negroes, Puerto Ricans, and whites. Planned educational interventions which relate to these conditions are no guarantee of positive effects on students in *individual schools*. As will be seen further in chapters V, VI, and VII, integration and other forms of educational intervention have frequently failed to show any effect or have shown only minor effects. It is apparent that the gross conditions which relate to educational development among minority students are mediated by other conditions, about which relatively little is known.

1. With the exception of Puerto Rican students, it appears unlikely that extensive changes in school and teacher quality will substantially facilitate educational and intellectual development in students in schools isolated by race and social status. Such changes refer to traditional qualitative manipulations such as upgrading the curriculum, hiring better (more intelligent) teachers, and improving facilities. Findings reviewed in other sections of this report indicate that a fundamental reorientation of educational approaches will be necessary before the school itself can have any practical effect on educational development among such groups as the disadvantaged Negro student.
2. The social class composition of the school has been established as an educationally relevant dimension, with substantial potential influences on achievement which are independent of the influences of teachers, curricula, and facilities. Whether through accident or intent, schools with predominantly lower-status students thus constitute an undesirable educational milieu which becomes increasingly relevant for the educational development of disadvantaged students with increasing years in school. Negro and Puerto Rican students are more responsive to differences in the social status of the school and are disproportionately more affected by such differences since they are far more likely to attend schools in which their classmates are predominantly from lower-status families.
3. For disadvantaged Negro and Puerto Rican students, the potential positive influences of attendance in schools with upper-status whites is likely to be more evident if the experience begins at the elementary school level, as opposed to the secondary levels. Correspondingly, racial and social class

isolation in the schools is more severe at the elementary level due to the prevalence of the neighborhood school policy.

4. Due to the association between socioeconomic status and ability, and the even closer association between socioeconomic status and school achievement, school practices which tend to group students on ability and prior achievement are also likely *to result in the creation of academic programs along social class and/or ethnic lines, thus resulting in essentially the same educationally debilitating situation as that created by the existence of schools isolated by race and social class.* Since the probable negative effects of social class composition are primarily through the classroom, and ability grouping and tracking are very widespread practices, the implications of the research findings in this area should be considered in relation to any practices which tend to result in homogeneous social class groupings in classrooms in *all schools.*
5. Manipulation of the social class composition of the schools, (transfer of lower-status minority group students to upper-status schools) for the express purpose of achieving equality of educational opportunity, is likely to be educationally effective for the disadvantaged minority group student if at least three initial conditions are met:
   a. The proportion of lower-status students in the school does not exceed roughly 30 percent.
   b. The transfer of lower-status students to predominantly upper-status schools occurs initially at the elementary school level; presumably the earlier the better at this level.
   c. The proportion of lower-status students in any given classroom is a reflection of statement *a* (*a* is unlikely to create appropriate educational conditions for the transferred minority group student unless the proportion of lower-status students in individual classrooms is relatively low).
6. Positive changes in educationally relevant attitudes in minority group students, particularly the " sense of control over the environment:" are more likely to occur if such students attend predominantly upper-status schools. Since the sense of control over one's environment and other academically relevant attitudes may contribute to achievement independently of other factors (e.g., family background and school social class composition), they represent additional factors which may be subject to educational and psychological manipulation. Two factors which appear to affect sense of control in complex ways are school success and attendance in predominantly lower-status schools. A complex of psychological factors, including sense of control, academic success,

asocial acts, temporal orientation, academic motivation, orientation toward immediate versus delayed reward, and commitment to predominantly middle-class values, appear to be affected in part by attendance in predominantly lower-status schools as opposed to attendance in predominantly upper-status schools. Although the relationships among these variables are in need of more definitive study, it appears that the *failure of the schools to provide equality of educational opportunity is part of a complex set of causes resulting eventually in the much higher rate of asocial behavior and academic failure existing among disadvantaged minority group adolescents and adults.*

7. The social and economic background of the disadvantaged minority group student does not appear to exert any effect on achievement, independently of ability factors, family background, and school social class composition. *This finding suggests that the local social and economic context of the student's life will not interfere with the level of academic success that might be expected when disadvantaged students are transferred to predominantly upper-status schools.*

8. The racial composition of the school appears to have a slight (or no) relation to educational development in either whites or Negroes. *Strategies for school integration must take into account social class balance of the school if any effect is to be expected on the educational development of disadvantaged minority group students. Integration strategies* which reflect the local distribution of ethnic minorities (in some instances a majority) may be irrelevant if the goal of such strategies is the creation of equality of educational opportunity. *It is probable that integration strategies could be generally harmful to the educational development of all student groups involved, if the result of such strategies is the creation of schools which approach a proportion of one-half lower-status students.* The creation of such schools may result in negative effects on the educational development of lower-status students in a previously facilitating educational climate, where the social class balance was initially within the appropriate range. Overall achievement may possibly be even further decelerated with increases in the proportion of lower-status students beyond the 50 percent point, although this question needs further study.

9. It is evident from the results of all studies reviewed (See chapter V) that *the achievement levels of disadvantaged minority group students still remain substantially below that of advantaged whites, even with attendance in upper-status majority-white classrooms and schools.* One factor which appears to exert a major initial and continuing influence on

educational development in Negro and white students alike is initial intelligence level. Similarly, family social class level appears to exert an important influence on student achievement, although this was more evident for whites than Negroes. *The years prior to school attendance thus represent an important point for educational intervention for disadvantaged minority group students.* It may also prove possible to circumvent some of the continuing influences of family status on intellectual and educational development through appropriate strategies.

10. The review of findings relating desegregated and segregated schooling to interracial attitudes and contact must be considered as suggestive only, due to a variety of serious methodological weaknesses in the studies examined. One particularly important relationship does appear to stand out from the Coleman *et al.* data: *The establishment of Negro-white friendships may be an important factor through which some of the possible effects of the integrated school environment are translated into a reorientation of the lower-status Negro student toward academic values and active participation in the predominant academic environment.* The suggestive findings in this area tentatively establish the development of interracial friendship and understanding as one of the important conditions in the development of a facilitative educational climate for the disadvantaged Negro student.

11. The educational implications of the research findings which establish the social class composition of the school as an educationally relevant dimension are interpretable in relation to current instructional procedures of the schools which heavily emphasize group processes in the learning situation. *Instructional procedures which de-emphasize the role of the classroom group in instruction may produce a different set of values in the relationship between individual and group social status and achievement.*

CHAPTER V

Studies of Integration at the Local Level

This section of the report examined the results of some 50 studies, the bulk of which were reports of action research on school integration programs initiated and evaluated by staff and consultants in local school districts. Typically, these studies examined issues of particular relevance to the districts in which they were initiated, but were generally similar in their focus on studying the relationship between integration and educational development. The differences and similarities among these studies allow some tentative identification of conditions that may mediate the effects of school integration on educational development. Such conditions include the grade level at which integration was experienced, the duration of the experience, the social class composition of the integrated school, the proportion of white and Negro students in the school, and the type of transfer program used. To a limited extent, the conditions examined in these studies were similar to those examined in chapter IV, and thus allow further documentation of the findings from that review. Studies at the local level also contributed additional information on the integration process not available from the more representative and more sophisticated studies reviewed in chapter IV. Of particular importance is the information made available on the decision to initate school integration where *de facto* segregation was in existence, as contrasted with research on fortuitous variations in racial isolation in the schools, such as those in the Coleman *et al.* study which are dependent on an existing situation rather than on a direct manipulation of integration. In addition to examining the relationship between integration and achievement, a smaller group of studies provided data on potential changes in interracial acceptance which may occur with the initiation of integration programs in the schools. The results of these studies are suggestive of the nature of the social and educational interactions which are likely to occur under different conditions associated with the process of school integration.

While the studies in this section provide some new evidence on the integration process, they are, at the same time, beset with certain serious methodological problems which preclude drawing firm conclusions about the effects of racial integration *per se*. The first problem arises from the fact that evaluations of the effects of integration were conducted, at most, only 2 years after the programs were initiated. (The studies reviewed in chapter IV suggest that effects resulting from racial and social class integration in the schools may not be apparent when measured over short periods of time.) The second problem results from the use of integrated and segregated comparison groups who were typically equated only in terms of ability. Factors such as school social class composition and school quality are potentially important determinants of achievement among disadvantaged children. Since they were not investigated in these studies, it is impossible to determine the specific sources of any differences found between segregated and integrated comparison groups. As a result, when the findings result in superior achievement for " integrated " students, it must be taken to mean that integration produced a number of important changes in the educational milieu — any one or all of which could have contributed to the differences between integrated and segregated groups.

Within this framework a number of generalizations about the findings of the studies may be drawn.

1. Integrated Negro students, as a group, achieved at least as well as their segregated counterparts, and in many cases, achieved at higher levels. While segregated students, frequently achieved as well as integrated students, or the differences between integrated and segregated groups were only minimally significant — in only one instance, which is of questionable validity, did segregated student groups achieve at a significantly higher level than integrated students. Moreover, these results are strengthened by the fact that they were obtained under a wide variety of conditions. Superior achievement was found at both the elementary and secondary levels, although, the evidence on the secondary level was less conclusive due to a dearth of studies. Findings of superior achievement for integrated students were also obtained in programs which involved bussing either to the suburbs or within the city, and in studies of 1 and 2 years duration.
2. The investigation into the relationship between proportion white in the classroom and the achievement of Negro students yielded findings that were roughly similar to those of

Coleman *et al.* and the RIPS report. That is, any positive association between proportion white in the classrooms and achievement for Negro students generally does not appear to be present or meaningful from a practical point of view until the proportion white exceeds 50 percent. It is likely that the Negro proportion indicated as desirable for planning the integrated school would expand or contract, depending upon other factors such as the level of social class background, ability, and academically related attitudes of both the minority Negro groups and the majority white groups. While this conclusion may provide some latitude, the overall results of these studies and the Coleman *et al.* and the RIPS report clearly indicate that it is unlikely that the achievement of minority group students will be facilitated in a traditional academic setting which is about 50 percent white middle-class students, if the integrated minority groups are predominantly from lower-social class levels with the usually attendant cognitive, motivational, and psychological deficits.

3. One study provided indirect information about the effect of school social class composition on achievement in the integrated school. In that study integrated Negro students in the schools with a higher social class composition achieved at higher levels than Negro students in integrated schools with a lower social class composition. Both groups of students achieved at higher levels than segregated Negro students. Some reservations must be made about the study and it can only be said that there appears to be a tendency for Negro students in integrated schools with a high social class composition to do better than Negro students in an integrated school whose social class composition is lower.
4. The evidence presented in these research studies gives no reason to believe that white student achievement suffers under integration. The educational problems which may exist because of integration may frequently have a greater effect on the teacher than on the white student. Integration often means that teachers are faced with students whose achievement is behind their classmates, and their different behavior patterns are likely to create the need to alter some aspects of the teacher-student interaction process. While teachers have reported the need to practice some new instructional behaviors, the reports of the schools show few indications that their instructional programs have suffered as a result. One noticeable change has been that many of these schools have altered their curricula to include more study of minority group contributions and to provide activities designed to promote interracial understanding. Most of these efforts, however, have been minimal, and largely

ignore the body of research on racial and class differences which could provide a much more systematic basis for program development in the integrated school.

5. The studies dealing with interracial understanding and the promulgation of achievement values in Negro students indicate that integration by itself will not automatically bring about improvement in either of these areas. While the studies indicate that integration may not necessarily have positive effects, they also suggest that the integrated setting has a great potential for producing better interracial understanding and an increased orientation toward achievement. The research suggests that integration will have a facilitating effect on Negro achievement if it embodies an atmosphere comprised of low social threat and high achievement expectation. While the schools in the studies of integration at the local level did relatively little to systematically create this kind of atmosphere, they, nevertheless, found that the subjective reports of students, teachers, and principals indicated that one of the major strengths of their integration programs was an increase in interracial understanding. Although these reports are subjective, when they are combined with the objective research findings, the suggestion clearly emerges that the processes of instruction and social interaction in the integrated classroom could be manipulated in ways which may substantially facilitate the educational and psychological development of disadvantaged Negro students, as well as other groups of socially and economically disadvantaged children.
6. Even though the studies often indicate superior achievement on the part of the integrated Negro student, it must still be noted that the integrated Negro student generally remains behind the achievement levels displayed by the white majority. Integration, on an overall basis, does help the Negro student to close some of the achievement gap that is found between white and Negro students, but it does not appear to have the potential to completely close the gap. This suggests that if this gap is to be erased, integration must be accompanied by a number of additional, specific programs catering to the disadvantaged.

The findings of chapters IV and V indicate the need for much more detailed research relating to the social and cognitive transactions which occur directly in the interracial classroom. Furthermore, it appears that current efforts to integrate the schools have generally failed to take advantage of what is *now* known about intergroup contact and interracial attitudes. If merely placing Negro and white students together in a classroom is the key to producing more positive interracial attitudes and a stronger orientation toward achievement on the part of the disadvantaged, the results of the studies reviewed would have been generally more positive. Since the results relating to this hypothesis were often negative, the appropriate conclusion appears to be that growth in these areas occurs only in cases where integration is accompanied by other factors. The Katz studies (1964, 1968), for example, suggest that an atmosphere combining low social threat and high expectation of success can have a facilitating effect on the intellectual performance of Negro students.

With appropriate training procedures and other manipulations, it should prove possible to circumvent or reduce the educationally and psychologically undesirable experiences which are likely to affect the newly integrated student for a considerable period of his schooling. For example, enough is known about the learning conditions which facilitate the development of debilitating anxiety so that therapeutic approaches to instruction might be created (O'Reilly, 1969). Similarly, opportunities for positive interracial contact could be systematically created for the disadvantaged minority student. Teachers could be trained to inhibit negative affective reactions toward students who exhibit "undesirable" social-class linked behavior. With the addition of effective training in teaching procedures and instructional materials for disadvantaged students, the stage may be set for more systematic utilization of classroom social interaction processes with theoretically probable positive consequences on the intellectual and psychological development of the socially and economically disadvantaged student. It seems reasonable to contend that, if these and other factors had been given careful attention in the studies of integration examined in this report, differences favoring integrated students would have been far more substantial.

CHAPTER VI

Compensatory Education and Integration

Compensatory education programs were based upon the environmentalist belief that the human mind, a *tabula rasa* at birth, has capacities and potentials that may take an almost unlimited number of forms, depending upon the environmental circumstances experienced in the course of its development; and therefore, that human behavioral organizations can be predicted, directed, and modified. If children's capacities for development and learning are not fixed but highly flexible, programs of intervention should be able to compensate for limitations in the child's environment. Consequently, compensatory education efforts have been directed at overcoming or circumventing the environmental deficiencies and experiences of the disadvantaged child, particularly the urban Negro.

Compensatory education programs have been attempted at all educational levels. The specific format of each program varies, but they generally have incorporated remedial instruction, cultural enrichment activities, and efforts to overcome attitudes presumed to inhibit learning. The major aims of the programs have been improved motivation, development of a greater sense of self-worth, and improvements in intellectual and educational development.

In spite of these and other broad aims, the activities of compensatory programs were most often directed toward helping disadvantaged children reach a level where they could be effectively served by regularly existing educational services. Therefore, the determination of the success of most compensatory programs was typically based upon the degree to which the target population improved academically (i.e., approached the mean age-grade achievement levels established for the general population) or showed substantial IQ gains.

Preschool compensatory education programs were developed to offer enriched educational experiences to the disadvantaged child so that he would be adequately prepared for primary school. Project Head Start, implemented on a nationwide basis, offered disadvantaged children a diverse program of educational, medical, and social services. A major evaluation of Head Start compared the achievement of Head Start participants in the primary grades with that of similar children who had not attended the program. Summer programs failed to reveal any effect on the achievement levels of first, second, and third graders. Full-year programs were minimally effective as shown by differences on readiness tests in first grade.

Head Start was most effective in the Southeast, in scattered programs in the central cities and in all-Negro centers. Project Head Start participants, tested in primary school, did not approach national norms on standardized tests of language development and scholastic achievement. Gains that were made tended to disappear after the children entered a traditional primary program.

Among other preschool compensatory programs were those in Baltimore, Maryland, and Ypsilanti, Michigan. The Early School Admissions Project in Baltimore engaged sixty 3- to 4-year olds in a program to determine whether preschool treatment could overcome any of the barriers to learning believed attributable to environmental factors. The project students showed a substantial amount of growth during a 5-month observation period. However, the significance of this growth is unknown, since no comparisons were made with a control group.

The Perry Preschool Project of Ypsilanti was an experimental cognitive program for functionally retarded, culturally deprived Negro preschool children. It consisted of morning classes, afternoon home visits to involve the mothers, and group meetings with the parents. An evaluation which followed the project children for 3 years revealed that the participants grew in intellectual and language development. The initial spurts in IQ were not sustained although the performance of the participants was superior to controls on some achievement tests in grades one and two.

At the elementary school level, the All Day Neighborhood School Program in New York City attempted to deal with the effects of a ghetto neighborhood by employing teachers specially trained in child development and home and school relationships to assist during the regular school day and in a special after-school program. Program participants were compared to control students in similar schools without compensatory education. The reading level, IQ, and academic achievement of the experimental group were not measurably improved. A followup of students into junior high school revealed no significant differences between the All Day Neighborhood School participants and the control group.

The three programs examined at the junior and senior high school level appeared to hold the most promise for improving the academic achievement of disadvantaged students. The Demonstration Guidance Project of New York City (1956–62), designed to stimulate culturally deprived children to pursue higher educational and vocational goals, involved 700 low achieving but academically able junior high school students. The program format included curriculum modification, reduced class size, remedial instruction, cultural enrichment, counseling services, and contact with parents.

The program followed three project classes through high school and compared the participants with pupils in three project classes. A greater number of students in project classes received academic diplomas and went on into higher education. These results are encouraging, but there are some major questions about the evaluation procedure and the generality of the findings. The project students, for example, were compared with a group drawn from unselected pupils in previous classes whose specific characteristics were not defined.

Upward Bound, a project supported by the Office of Economic Opportunity, was among the more successful compensatory programs. Academically promising, disadvantaged high school students spent 6 to 8 weeks on a college campus in a program designed to overcome academic deficiencies and generate the skills and motivation necessary for college success. Data on this program indicated that 78 percent of the participants entered college and that their dropout rate was no greater than that of other college youths.

Project Case II: MODEL was another promising compensatory education program. The goal of the program was to improve the academic behavior of 28 training schoolboys, 85 percent of whom were school dropouts, and prepare them to return to school. Students participated in structured learning experiences that could be conducted on an individual basis and they received a direct monetary pay-off for test performance of 90 percent or better. Standardized tests administered at the end of year showed dramatic gains in both IQ and achievement.

A generally unsuccessful undertaking was the Higher Horizons Program in New York City. The Higher Horizons Program was conceived as an extension of the Demonstration Guidance Project with the same basic elements, but extended down to the elementary level and opened to children of all academic abilities. The success of the Higher Horizons Program is found solely in the positive attitudes of participating teachers and principals. Except for improved attendance, some alteration in classroom behavior, and gains in arithmetic achievement at the elementary level, this compensatory education program failed to demonstrate fulfillment of its objectives. The educational and vocational goals of the pupils were not altered, achievement was not stimulated, and attitudes and self-image remained poor.

Compensatory education has been greatly extended with the passage of Title I of the Elementary and Secondary Education Act in 1965. Title I programs have served over 10 million elementary and secondary school youngsters, with the major emphasis on reading improvement. A report of the first 2 years of experience with ESEA, Title I in New York State (NYSED, August 1968) depicts general overall gains in achievement for the programs funded under Title I and concludes that Title I *is* effective. The nature of the evaluation and the format of the data, however, make any firm conclusions respecting these programs questionable. In some cases the programs selected disadvantaged children with low achievement, but high ability. The study offered no comparison data or means of determining the significance of any gains made. Without a control group there is no way of ascertaining whether an 8-month gain in 7 months is the result of specialized treatment or might have occurred with no treatment at all. It can only be concluded from the data presented in the study that Title I programs have failed to demonstrate a general rise in achievement to grade level. If this is a criterion for success, then Title I programs, as conducted in New York State, have not been proved effective.

More representative surveys of Title I programs generally indicate a low level of effectiveness. While improvements along such lines as school morale, higher teacher expectations, self-perceived learning climate, and school dropout rates are reported, Title I programs have generally not resulted in any marked change in the academic achievement of children from disadvantaged backgrounds. Much of the failure of Title I to demonstrate positive results appears to lie in poor program development and management. The " Fourth Annual Report on Title I," for example, found that only a tiny fraction of the 1,000 programs reviewed showed evidence of adequate formulation and positive results.

Based on the evaluations now available (cf. Jensen, 1969; Gordon and Jablonsky, 1968), it must be concluded that current large-scale applications of the concept of compensatory education have failed to show any real promise in raising the intellectual and achievement deficits of disadvantaged children. At the 3- to 4-year old level, the introduction of diversified compensatory services is associated with some upward displacement in the academic achievement of the population served. However, the gains achieved are typically much less than dramatic and their association with specific aspects of the treatment is not conclusive. At the preschool, elementary, and secondary levels, compensatory programs have not consistently resulted in achievement gains, and there have been numerous occasions upon which the control groups have surpassed their experimental counterparts. A substantial number of achievement gains tendered as evidence of program effectiveness have not been statistically significant. Relatively few of the compensatory education programs examined in this report have offered concrete evidence that the compensatory education model, as it is currently being implemented, is capable of obliterating the destructive influences of poverty and inferior social status through raising the achievement level of disadvantaged children to national normative standards.

The general failure of compensatory education programs tried in the past few years appears to have resulted in part from the manner in which programs were formulated and conducted. Thus the plethora of negative findings does not necessarily reflect upon the validity of the notions underlying the concept of compensatory education. Compensatory programs have frequently suffered from a number of gross defects which appear to have substantially limited their potential effectiveness. One of the more obvious defects, particularly among preschool programs, is in the relatively short duration of the intervention procedure. When examined in relation to the amount of time over which the child's deficits have been accumulating, it would appear that no program — however potent — would result in any substantial benefits over a period of a few or even several weeks.

A second deficiency in the conduct of compensatory programs appears to have stemmed from a general failure to follow up and relate to the regular school program. In many instances little effort was made to coordinate the child's subsequent experiences in the regular classroom with his compensatory experiences. In addition to this, the assumption seems to have been made that it is not necessary to follow one year's set of compensatory experiences with another set of higher level compensatory programs which correspond to the child's new grade placement. There does not seem to be reason to believe that once the child is brought near the level of his more advantaged classmates that he will remain there simply through the use of regular instructional services. The disadvantaged student will continue to live in disadvantaged circumstances after school hours, and this may require the provision of special compensatory programs on a continuous basis throughout his years in school.

A third difficulty of most past compensatory programs has been the global nature of program objectives and the corresponding global nature of approaches. Concepts such as self-esteem, language development, and academic motivation are frequently little understood by program directors and teachers alike. The resultant lack of definition leads to a plethora of nonstandardized and varied activities with varying degrees of relationship to the program objectives (assuming that even the objectives were clarified). Attention to modern behavioral concepts of program objectives, coupled with systematic instructional approaches derived from the objectives, would almost undoubtedly facilitate determination of effective programs which may be appropriate for wider application. It is notable that those compensatory programs that have been judged as highly effective (National Advisory Council, Fourth Annual Report, 1969) have incorporated highly specific objectives and program structure.

A fourth general criticism of compensatory education approaches derives from a pervasive lack of recognition of the specific psychological, intellectual, and learning deficits typically displayed by the disadvantaged child. Most compensatory approaches, designed for general application have been no more radical than any educational program available to the advantaged student. The Coleman *et al.* report clearly indicates that improvements along traditional dimensions of school and teacher quality are likely to have minimal effects on disadvantaged Negroes and a somewhat greater effect on Puerto Ricans. The research review presented in chapter III indicated some of the basic differences between social class and ethnic groups which might well be taken into account in selecting an appropriate instructional methodology.

In contrast to compensatory education, several studies which compared disadvantaged Negroes in traditional compensatory education programs with disadvantaged Negroes transferred to majority white schools, showed integration programs to be superior. Despite the apparent superiority of the integration approach, it is evident, as in the Berkeley study, that disadvantaged Negroes, even when they are in an integrated setting, achieved at considerably lower levels than more advantaged whites. If this gap is to be bridged, effective compensatory programs will need to be employed in conjunction with integration.

Some of the dimensions of effective compensatory programs are:

1. Operation over a time period sufficiently long so that desired results could reasonably be expected to show;
2. Clear specification or program objectives in terms of observable student behaviors;
3. Structured curriculum and teaching that is specifically related to each of the program objectives;
4. Use of a variety of reinforcement techniques that relate to individual differences among program participants; and
5. Coordination of compensatory efforts with ongoing classroom activities and with those that can be expected subsequently.

It seems reasonable to expect that the integrated educational setting combined with the kind of compensatory program described in this and the subsequent section of the report could be systematically manipulated to yield an even more potent effect upon academic achievement and interracial understanding than has been achieved by either compensatory education or integration alone.

CHAPTER VII

General Implications and Recommendations

The national commitment to integration in the schools, and recent legislative programs designed to aid the poor, have raised the hopes and expectations of Negroes and other disadvantaged minority groups. While lack of any real progress in realizing these expectations has created some degree of disaffection among Negroes, the majority remain committed to achieving the goal of equality and educational opportunity through a partnership with the more advantaged members of society.

The disaffected, though not a large segment of the poor, have nevertheless made their feelings and demands felt in the schools and in other major institutions in the social system. Current studies show that the demands and actions of Negroes for equality are firmly grounded in a level of economic and educational degredation, which has shown no improvement relative to the status of whites over the past 20 years. Efforts to mitigate the economic and social disadvantagement of Negroes and other minority groups appear to have hardly made a dent. In fact, the problem of the poor appears to have intensified, and its social consequences have grown more serious, as reflected in the steady increase in racial isolation in the schools and the sudden swelling of interracial hostility in the Nation's high schools.

Indeed, the social sequences of racial isolation have become increasingly evident in the public educational context, as shown by a report (*Urban Crisis Monitor,* May 1969), which documents recent evidence of student protest and active conflict in the Nation's high schools. This report begins by describing a racial explosion in a junior high school in the Watts area in Los Angeles in March 1969, and goes on to say: “ The pattern of confrontation in Los Angeles is *typical* of high school racial disorders across the nation [emphasis theirs] (p. 3).” In January 1969, 67 percent of all city and suburban high schools and 56 percent of all junior high schools were experiencing some form of active student protest. Racial conflict was the most common single issue in these protests, and was at the heart of the ugliest and most violent of the protests. In the January survey about 10 percent of the secondary schools studies reported some race related protest underway.

Current evidence indicates that a variety of forms of planned social contact may assist greatly in reducing the feelings of ambivalence and hostility generally existing between Negroes and whites. A few recent successful integration programs further show that the school setting provides a natural and effective focus for the development of positive feelings and contact between Negroes and whites. Of equal importance, the findings of research indicate that school integration appears to be one of the more effective approaches to reducing the educational disadvantagement exhibited by Negro children and other minority groups, and that the interracial experiences gained in the integrated school potentially represent a long-term solution to the destructive social problems associated with racial cleavage.

Unfortunately, though there is considerable potential for eliminating racial isolation in the schools in many regions of New York State and the Nation, current population trends indicate that racial isolation in the schools is increasing and will continue to increase in the near future. Analysis of the economic status of Negroes and Puerto Ricans in New York State and in the Nation (U.S. Commission on Civil Rights, 1967) clearly shows that the racially isolated school is also isolated on the basis of social class level. The possible damaging effects of the maintenance of schools along social class lines are undoubtedly underestimated by statistics on racial isolation alone, since the prevalent practices of ability grouping and tracking also appear to represent the creation of unequal educational conditions for different children.

Given even the coarseness of the available data, it is yet possible to offer more than speculation into the whys and wherefores of the effect of classroom social class composition on achievement. Casual observation in the American school indicates a typical pattern in which the teacher plays the role of information dispenser and behavior modifier, largely in relation to that amorphous concept — the classroom group. Those familiar with the process know that the teacher typically attempts to relate the complexity of the information dispensed to the average student in the classroom in or some smaller portion thereof. It is a generally anachronistic procedure in which learning may be greatly influenced by group contagion. The teacher's effectiveness is heavily dependent upon the cooperation of group members, and upon such individual factors as conceptual development, attentiveness, and others.

Reviews of the process of classroom interaction reveal that the teacher does most of the talking, comprised mainly of lecturing, presenting instructions, and disciplining students (Baldwin, 1965; Amidon and Simon, 1965). This procedure appears to be subject to gross interference in the lower-class Negro school in which 50 to 80 percent of classroom time may be given over to discipline and other irrelevant activities (Deutsch, 1960). Other studies have also demonstrated that the disruptive and destructive behaviors of individuals in the peer group are highly subject to contagion (Polansky, Lippitt, and Redl, 1954; Bandura and Walters, 1963), and may occur irrespective of competing values in the family. Individuals from backgrounds appropriate to learning in typical middle-class environs may thus contribute to a general disintegration of the process of group learning in the classroom, or their potentially positive influences on the learning process may not be felt due to the prevailing climate of interference contributed by the behaviors of their less advantaged peers.

Other factors contributing to interference with learning in the typical classroom include teacher expectations and the resultant feelings of inferiority communicated to the student. To some extent, it appears that such expectations and feelings may be held in relation to an entire school in which educational deficits and ability differences relative to whites and other upper-status students are made abundantly clear (Pettigrew, 1964). Green (1969) reports a further effect in the tendency of teachers in the " inferior " school to reduce the quality and quantity of information made available in instruction. It would appear that interference with learning resulting from teacher expectations would relate to school and classroom morale, reflected in such factors as self-esteem, sense of control, and intellectual and occupational aspirations — which may in turn be reflected in more directly relevant factors such as attentiveness in class and doing one's homework.

The learning-interference factors described in relation to the " inferior " school should also be relevant in schools with grouping policies which result in either social class isolation within schools or combinations of different levels of racial and social class isolation, depending upon the class status of the white student population and the proportion of " integrated " Negroes in the school. Green (1969) reports that intraschool *de facto* segregation in multiracial schools results in white students regarding minority students as " different."

Minority students come to regard themselves as " different," due to their attendance in special classes. Both groups relate the notion of " being different " to intellectual superiority and inferiority.

The above considerations and realistic evaluations of the progress of integration in the schools indicate that major new efforts are needed to increase the pace of integration, while at the same time radical departures are needed to affect the educational opportunities of large numbers of students who are likely to remain in segregated schools in the immediate future. Accordingly, the recommendations made on the basis of the research review are considered separately in relation to the *disadvantaged school* and the *integrated school.*

Toward the Effective Integrated School

Examination of the many reports and policy statements reviewed in preparation for this study failed to turn up evidence of explicit recognition of findings which show the *social class mix* rather than *racial mix* makes the difference in the achievement levels of Negro students. Further, the social class mix appeared to make a practical difference only when it occurred at the *classroom level.* In spite of this, guidelines have focused on the concept of *racial balance,* with resultant ambiguous criteria for school desegregation which may vary as a function of the overall *racial balance* in the particular district or group of districts being considered.

When the details of the research findings on racial and social class isolation in the schools are examined, it is apparent that much care must be taken in planning for the integrated school if it is to have a positive effect on educational development among minority students. The research findings relating to the social class composition of the integrated school, and other considerations to be enlarged upon later, should receive explicit recognition in the development of plans for desegregating the schools Recognition of both ethnic and social class considerations in developing plans for integrating the schools might be best accomplished through an identification and study procedure which could be conducted on a statewide, regional, or even a district basis. Appropriate procedures might first *identify* the disadvantaged school in relation to both ethnic and social class composition. Plans for integration may then be further developed on the basis of a more detailed study of the disadvantaged school and its regional context. Very briefly illustrated, such procedures might be as follows:

1. *Identification* — The identification procedure should be based on at least three considerations which would require reporting on an overall school basis: racial composition, social class composition, and relative achievement level. A range of perhaps 10 to 30 percent Negro, Puerto Rican, and other minority groups combined, with the remainder consisting of white students, may be considered a *generally* appropriate criterion for *ethnic balance* in individual schools. However, depending upon such factors as school social class, ability and achievement levels, and school and community morale, different proportions of the major ethnic groups in the schools in a particular area may be considered appropriate from educational and social points of view. *With all other considerations aside, decisions relating to ethnic composition in a particular school or district would appear to proceed largely from the question:* Do the students in different ethnic groups have adequate opportunity to learn from, understand and become friendly with each other?

   With the ethnic balance criterion remaining a flexible one, identification would further proceed to determination of the social class composition of the school. The appropriate criterion in the typical school setting seems to be a social class composition which approaches or exceeds a range of roughly 30 to 40 percent lower-class students. If the school meets this and the ethnic balance criterion, and overall achievement approaches or exceeds perhaps one standard deviation below national (or other) norms, it would then appear that a clear-cut determination has been made.

2. *Further Planning* — With the identification procedural completed, a sufficient basis has been created for the development of preliminary plans for achieving improved educational and social opportunities in the schools under study. In some instances, it may be appropriate to initiate desegregation primarily on the basis of considerations of ethnic imbalance. For example, in some suburban areas of New York State, it would appear that a careful survey would indicate that social class and related considerations would not represent a particular problem, and that integration could proceed without any serious danger to the educational opportunities of the students involved.

   Schools "flagged" on all three criteria outlined above would be subject to further study, including an analysis of the educational and social characteristics of the flagged school and its regional educational, economic, ethnic, and cultural context. Relevant information gathered might include:

a. Information on individual student family background including such factors as economic status, family stability, nutritional and health status, academic achievement and ability levels, and educationally relevant attitudes (within " flagged " schools).

b. Information relating to educational inequities resulting from such factors as staff turnover; inadequate materials, facilities, and teaching procedures; lack of community participation; low morale; and others (within " flagged " schools).

c. Information defining the local economic and social resources which could be brought to bear on the problem.

d. Information specifying the ethnic and economic composition of the schools in the region of the " flagged " school, which might serve as facilities for transfer of disadvantaged students — including both public and private facilities.

With the disadvantaged school identified in terms of relevant student, school, and contextual characteristics, a reasonably detailed basis would exist for the formulation of a variety of different plans designed to achieve equality of educational opportunity. As indicated earlier, some plans might be accomplished without extensive changes in the school setting, as in suburban districts where the segregated minority student population may tend toward middle class. In other districts or schools, effective plans may require radical departures from previous efforts to integrate and upgrade the schools. For example, special aid might be required for transportation, compensatory education, school reorganization, nutritional and health services, and family service programs of both a psychological and economic nature. Relative emphasis on solutions through desegregation versus the initiation of radical changes in the school and community context would depend in part on the status of a number of factors which would be largely illuminated through the identification and study procedures described above.

Some Considerations for the Effective Integrated School

Study of the research and reflection on the experiences of others relating to the process of school integration suggests five sets of interrelated conditions which may enhance the effectiveness of the integrated school:

1. Since student's social status in the classroom seems to affect his level of academic success and vice versa (i.e., it is a circular process), *a major effort should be mounted to insure early and continuing success in the academic area.* The application of certain approaches and programs designed to make up for learning difficulties may thus be necessary to the academic success of the desegregated Negro student.
2. Academic efforts by themselves do not take full advantage of the potential of the integrated school for positive educational and social change and may even fail in an atmosphere of potential interracial conflict. *Specific attention must therefore be paid to the minority student's own capabilities and tendencies in social interaction with whites as well as to the typical social responses and tendencies of whites in the interracial situation.*
3. Studies indicate that the classroom teacher typically exerts a major influence on the social status of students. Such influence is frequently exerted in relation to conforming, class-linked behavior, student responses and other behaviors indicative of achievement, sex of student, and students' racial status (Chesler, 1969). These forms of influence are rapidly communicated to the peer group, who, in turn, rejects the "offender." This pattern of teacher-peer group rejection is more likely to be experienced by the typical Negro child, and *thus specific steps must be taken to train teachers to respond appropriately in the classroom.*
4. Research shows that parents exert a powerful and continuing effect upon their children's manifestations of racial attitudes in the classroom. Special efforts to create racial harmony in the school setting may thus fail or prove only partially effective if steps are not also taken to develop substantial community support and participation in the school program. *Special efforts should therefore be made to expand the integrated school into the role of community center and involve parents of both racial groups in the process of integration.*
5. The introduction of Black history, culture, and special studies into the curriculum appears to be an important basis for improving interracial understanding. *Careful and fair attention should be given to minority group contributions at all levels of the curriculum, and special courses relating to the issue of cultural pluralism might be appropriately included in the school program.*

Based on the foregoing conditions for the effective integrated school, suggestions for realizing these conditions are given below in three areas: teacher training procedures, procedures for changing the structure and organization of the school, and procedures for attaining community participation in the academic program.

Teacher Training Experiences Relevant To Establishing the Effective Integrated School

1. Experiences designed to sensitize the teacher toward typical interaction patterns which reflect negative class- and caste-linked attitudes. (These experiences would further incorporate direct practice in social responses which imply positive recognition of behavioral differences associated with variations in sociocultural background.)
2. Experiences leading to knowledge of Negro history, social problems, individual and group differences relating to success in American society, and an understanding of current forces of social interest.
3. Practice in managing patterns of interracial interaction which would focus on historical, cultural, economic, and attitudinal differences associated with race and class status.
4. Practice in the utilization of principles based in social psychological research which relate to changing intergroup attitudes. (One of the prime examples proceeds from the work of Sherif (1958) which showed that intergroup attitudes may be changed when alienated groups pursued activities which involved the achievement of a common goal.)
5. Practice in the application of techniques which would allay the stress value of certain elements of the learning situation, e.g., test taking, verbal participation in classroom activities, and the experience of difficulty with traditional learning materials and approaches.

Suggested School Structure and Organization for Effective Integration

The flexibility required by the inclusion of a variety of new programs, activities, and personnel in the effective integrated school would appear to necessitate basic changes in organizational structure. One approach with considerable potential for accommodating the great need for structural flexibility in the integrated school is the continuous learning year.

The main features of the continuous learning year allow the adoption of educational practices which are theoretically relevant to the learning needs of the disadvantaged child, and of greater practical significance — allow the introduction of compensatory education in the integrated school setting without removing the child from participation in the regular school program (i.e., in integrated classes). Some of the advantages of the continuous learning year, in this respect, are outlined as follows:[5]

1. One plan for restructuring the school year calendar provides multiple vacations during the school year. The new learning cycles of 8 or 9 weeks, followed by 2-week vacations, provide a continuity of learning that does not exist with the regular school year calendar. The absence of a serious break in the learning process means that teachers would no longer have to spend weeks in the fall reviewing or reteaching in hopes of bringing the students back to the learning levels they had reached just prior to the close of school in June.
2. A second major advantage of the continuous learning year calendar lies in the possibility of providing the children with approximately 10 percent more education without necessarily increasing school costs at the same rates. The periods of intermittent vacation made available, also provide up to 10 weeks of additional instructional time which can be used for compensatory education as well as other educational efforts deemed desirable in the interracial school. Such an arrangement may not necessarily entail large increases in instructional costs if the school can avail itself of low-cost instructional aides and volunteers as in the Berkeley integration program.

Besides incorporating the basic feature of making more time available for instruction, through a variety of plans, the lengthened school year may also make available large blocks of free time (referred to as "E" time) for independent study, special programs (e.g., Black studies), vocational and technical education programs, and experimentation with special programs designed for the disadvantaged child. The flexibility thus introduced merits serious consideration in plans involving school desegregation, but the basic features of the lengthened school year are no less desirable in the disadvantaged school.

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[5] A variety of detailed plans for the continuous learning year have been developed by George Thomas, Coordinator for the Extended School Year, NYSED. The plan referred to here is only one part of one of Thomas' plans, and is presented primarily to illustrate the applicability of the extended school year concept to the curricular needs of the integrated school.

Suggested procedures for obtaining adequate community support in the school program include (paraphrased from Sullivan and Stewart, 1969, pp. 198–202):

1. Encouraging minority groups, particularly the poor to take the initiative, speak out, and become leaders.
2. Involving all civic, university, church, business, service groups, and minority organizations, including the Black Power leaders.
3. Involving parents at all steps of the process, particularly minority parents.
4. Continually informing the public of progress made and of plans for the future.
5. Providing intergroup education in inservice units and seminars for the public.
6. Scheduling social events, picnics, and weekend retreats, for both Negro and white parents.
7. Involving students, parents, and teachers in interracial workshops, meetings, and neighborhood discussions.
8. Integrating after-school recreational programs.

Toward More Effective Education in the Disadvantaged School

The school population analysis in chapter II makes it abundantly clear that the educational and social problems represented by the disadvantaged school are growing rather than decreasing. When viewing the past record of progress in accomplishing desegregation in the schools in New York State, and generally in the Nation, it appears unrealistic to expect that great numbers of minority students will *suddenly* experience the educationally facilitating effects of the integrated school setting. The only way out of this impasse, in such areas as New York City, is to provoke massive and radical change in the educational process, while at the same time making all possible efforts to increase the pace of school desegregation. The notion of " compensation for educational inadequacies," which usually reflects something added to the educational process, should now reflect the need to work basic changes in the schools as well as the need to " intervene " at appropriate stages in the child's development.

The discussion in this section outlines some suggested changes and considerations for improving upon current efforts to effect educational change among disadvantaged children. This is not a comprehensive set of suggestions, but treats a few key areas relating to research, program development, and staff training.

Development and Implementation of Effective Educational Programs

Evaluations of compensatory programs for the disadvantaged have shown that in general they are not succeeding in raising the achievement levels of the deprived. Similarly, while integration has had a beneficial effect, it has not succeeded in bringing the performance of minority pupils up to national norms. It is apparent that many basic questions relating to the causes of inadequate educational development remain unanswered, and that programs that will produce academic change have yet to be devised. It is also apparent that in those instances where promising techniques for working with the disadvantaged have been discovered, they have not found their way into practice in the schools.

The current inadequacies in compensatory education stem from a number of sources. In the area of research there has been inadequate attention to defining the characteristics which differentiate the lower- and the middle-class child and children from different ethnic backgrounds. Furthermore, intervention research has lacked continuity and comprehensiveness. It has been handicapped by questionable evaluative measures which do not tap the specific skills being taught, by a lack of specificity in treatment description, and by inadequate replication and followup.

Program effectiveness has been hampered by the present procedure of leaving much of program *formulation and implementation* up to the local school district and therefore to school practitioners, who because of their experience and training are unable to come up with the innovative approaches needed for the disadvantaged. Two additional conditions which appear to relate to the inadequacy of program formulation and development in the school setting are: (1) the present informal structure for getting into the hands of public school personnel the results of significant new research and development activities is totally inadequate to the task at hand; and (2) the entire process of decision making relating to the allocation of funds for research and development activites, relevant to effective change in the disadvantaged school, generally fails to relate to the available body of systematic knowledge of the educational process.

All of this suggests the need for a new approach to the conduct of research, development, and implementation activities in the education of the disadvantaged, an approach that will afford more systematic control over funds allocated for intervention research and educational change in the disadvantaged school. The approach suggested below is designed to afford such systematic control over program formulation and development, while at the same time assuring that efforts in this direction will relate more closely to systematic knowledge of the educational process.

It is proposed that research and program efforts designed to upgrade the disadvantaged school be assigned to special centers which would serve the state educational agency, the schools, and the community in a designated area. Operating and development costs would be derived from a pooling of portions of state and Federal funds normally devoted to such activities as compensatory education and innovation (perhaps 10 or 15 percent). A series of such centers would operate primarily within and around the urban centers of a single state or region in a fashion similar to the federally supported regional educational laboratories, but would be further centralized to insure comparability among certain elements of program activity (e.g., evaluation techniques).

The bulk of state and Federal funds, intended for compensatory education and related efforts and normally apportioned to the local educational agency, would still be received by the public schools. However, the expenditures of these funds would be controlled or channeled in such a way that a significant portion would be used to support specific programs generated by the intervention center for implementation in the schools (excluding any program funds intended to render additional *general aid* to urban and other districts).

An initial activity of the centers would be the preparation of broad technical reviews or " state of the art " reports that would provide a basis for policy making, lead to the packaging and distribution of instructional materials of proven value, give direction to leadership efforts to solve problems stemming from social-psychological conditions and requiring a reorganization of the educational enterprise, give direction to school districts instituting locally supported instructional and organizational changes to meet the needs of their social contexts, and provide an efficient basis for the formulation of new research and development efforts.

The centers would undertake a variety of service activities to assure an intensive impact on the schools. These might include:

1. Interpreting further the findings of significant state of the art reports and other relevant research efforts to local school staff.
2. Planning, with district staff, the implementation of research findings in the local setting.

3. Assisting local school district staff in the implementation process itself by bringing to bear the specialized knowledge of the social and behavorial sciences on a continuing basis.
4. Providing for more adequate validation of promising new programs through cooperative efforts with several school districts, thereby establishing an adequate basis for generalization of findings to other educational settings.
5. Providing the leadership and resources for broad dissemination and demonstration of relevant research findings and successful program developments.
6. Developing, for implementation by other agencies, guidelines and other resources which present detailed plans and requirements for new staff training programs, such as teaching specialists and teacher aides.
7. Providing a fertile field for the systematic training of school personnel in realistic situations, in cooperation with institutions of higher education.
8. Providing the resources for continuing supervision and adjustment of new programs implemented in the schools.
9. Providing the independent leadership necessary to involve other relevant agencies (e.g., social welfare agencies, foundation support, other Federal programs) in a concerted and experimental attack on social problems which grossly affect the lives of disadvantaged children, some of which cannot be easily or effectively circumvented by efforts in the local school context alone.

The foregoing proposals represent only one set of alternatives for organizational change designed to improve the ways in which intervention research is conceived and conducted and in the ways in which it is implemented in the schools. Serious consideration of such alternatives appears to be required if the pace of positive change in the education of disadvantaged children is to achieve even a low correlation with the need for such change.

The Teacher and Education in the Disadvantaged School

Much of the discussion surrounding the teaching requirements of the disadvantaged school indicates a strong need to recognize individual differences in formulating relevant instructional strategies. However, *systematic* matching of instructional strategies with individual learning requirements does not yet appear possible on any but an experimental basis. Basic research on the problem has not resulted in anything near a comprehensive delineation of the varieties of abilities and personality characteristics which influence learning in different kinds of tasks. Rather, recent research appears to offer consideration of a wider variety of student characteristics and patterns among characteristics (e.g., the work of Jensen, 1969, Lesser *et al.,* 1965) which appear relevant to the design of instructional environments. Their relevance to the education of the disadvantaged child, however, remains to be established through experimentation. At the same time, it would appear that certain changes could nevertheless be made to reduce the potentially deteriorating effects of the group learning situation on instruction in the disadvantaged school. Such procedures are recommended as follows:

1. That typical group processes in the learning situation be generally circumvented through replacement with individualized modes of instruction or small group learning in which students are appropriately matched to avoid sources of interference with learning.
2. That systematic group experiences be developed in which students may gradually learn to participate effectively in group activities, particularly those activities which may lead to increased socialization.
3. That teachers be trained to effectively communicate achievement expectations which recognize the child's basic willingness to learn and discover, and not the disabling conditions of his background.
4. That the child's learning experiences at the outset involve extensive structuring or control, through various techniques and facilities, until self-maintenance of desirable learning behaviors becomes strongly evident.
5. That the child receive systematic training in attending to relevant stimulation in the learning situation and in responding appropriately.

Reflecting the conditional nature of what is " known " about learning among disadvantaged children, as well as the tentative nature of its possible applications, strategies for training teachers of the disadvantaged may efficiently focus on the development of *basic capabilities,* which are likely to form the essential components of a broad variety of instructional and psychological techniques coordinated with varieties of cultural and economic disadvantagement. Based primarily on the findings reviewed in chapters III and VI, relevant capabilities might include the following:

1. Ability to assess and interpret measures of fundamental abilities and skills relevant to learning (e.g., specific learning abilities, basic learning abilities).

2. Ability to select and apply basic teaching strategies which reflect recognition of learning capacities or abilities of various levels, and which are coordinated with strategies for the measurement of abilities (e.g., associative learning, concept learning at various levels).
3. Ability to systematically apply a variety of reinforcement strategies, utilizing different kinds of schedules and different types of reinforcers (concrete, abstract) under appropriate conditions.
4. Ability to apply specific training techniques in a variety of areas where intellectual and educational deficits are most severe among the disadvantaged (e.g., language training, reasoning).
5. Ability to manipulate affective tone in intergroup processes to achieve desired results.
6. Ability to create instructional materials to meet the specific learning requirements of individual children.
7. Ability to train children in certain behaviors and attitudes which support the process of learning, such as " attending to the task."
8. Ability to apply quasi-therapeutic procedures designed to circumvent or replace maladaptive defensive and other responses which interfere with efficient learning.

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Dr. Nyquist. Chapter 3, page 18. The review in our report focused on the following factors for indicators of quality education: intelligence, academic achievement, language development, special abilities, basic learning abilities, physical health, anxiety, academic motivation, temporal orientation, self esteem, and level of educational and occupational aspiration. Chapters 6 and 7 indicate other directions in the education of the disadvantaged student.

More specifically, the research analysis by McPartland which is summarized in our report, comparing the effect of learning of Negro students in segregated as opposed to desegregated classrooms, reported and I quote: "In the sense of the absolute amount of learning and level of academic proficiency, the Negro students in desegregated schools have a distinct advantage. There is a regular upward trend in average achievement of Negro students with increases in the proportion of their classmates who are white. The Negro students who have the lowest average achievement are those in mostly Negro schools. The Negro students in all Negro classes achieve at a whole grade level behind Negro students with a majority of white students."

Mr. Pucinski. We have in Washington, D.C., the Amidon School, which Dr. Hansen established when he was superintendent of schools. It was a so-called model school, and it was heavily populated by minority groups. I think it was 78 to 80 percent, or perhaps even higher than that. But Dr. Hansen had instituted in that school a very, very superior quality of education, bringing in special teachers and counselling and small classes and all those things that later became known as the Amidon plan, which you may or may not have heard about.

Dr. Nyquist. Oh, yes.

Mr. Pucinski. Dr. Hansen wrote a book about it. He demonstrated that minority children, given a good education, have the same achievement levels that all the other children have.

But the fact that they were integrated was not the key factor. The fact that minority children were receiving quality education was the key factor, and while I am not in any way disputing your statements, I am hopeful that during these hearings we are going to be able to prove or disprove the contention that integration in itself is necessarily a factor in improving the learning pattern of children.

Now, in New York City you have a huge majority of black children and a huge majority of brown children. I am not quite sure how you are going to ever achieve an integration between these two groups, and if you do, I am not too sure that that in itself is going to achieve very much.

I am not yet quite certain what integration of minority groups within themselves achieves. I have no statistics.

But the reason I am asking you the question I am is that when you have a situation as you have in New York City, where you have a school system predominantly attended by black students and brown students, you should—shouldn't you really be addressing yourselves to the question of quality education instead of integration per se?

Dr. Nyquist. Well, there is a very easy and obvious answer to your question. You have to do both.

I think we have to markedly improve the quality of the schools in the inner cities.

I would point out to you that integration is not only an educational matter. The twin to that is what I referred to earlier, with the socializing functions which the schools have. That creates better personal relationships, attitudes, and understanding at the earliest possible age.

Mr. PUCINSKI. But is this the most important aspect of the educational process?

We have in the last 10 years created all over this country huge problems in trying to achieve integration per se at the expense of emphasizing the learning process itself, or the teaching process itself, and what I am trying to find out, out of your report here, or any other evidence that you might have, is there any evidence that a minority youngster given a good solid quality education program in a ghetto school would learn any less than that same youngster given that same quality education in an integrated school?

I ask this question because all over this county you have huge concentrations of minority children that I don't see how you are going to integrate. I don't see how you are going to integrate New York City, and if you have an answer to that, I would like to hear that answer.

How are you going to integrate this city?

Dr. NYQUIST. It is going to be much more difficult than other places, I will grant you that.

Mr. PUCINSKI. That is not really an answer, Doctor. You have a practical situation. What is the population—the school population—of New York City in the five boroughs?

Dr. NYQUIST. More than 1 million.

Mr. PUCINSKI. One million. What would you say is the division of those youngsters between black, brown, and white?

Dr. NYQUIST. Black and Puerto Rican together are about 50 to 60 percent.

Mr. PUCINSKI. And 40 to 45 percent white. How are you going to achieve the mix?

Dr. NYQUIST. I think we are going to have to do both. We are going to have to increase the quality of the schools, and at the same time work toward integration.

Mr. PUCINSKI. This question comes up on the desegregation bill. We go to the floor with this bill and the first question that comes up is: "How do you know that integration per se helps improve the quality of education?"

Dr. NYQUIST. We have research evidence that it does. It flatly states so, and we have it. I will insist that we are dealing with a double problem here of creating better understanding between people.

I want to come back to another question that you asked, which was along these lines: If you have minority groups that were segregated, could they learn?

Obviously they can. Youngsters learn under the right teachers and teaching methods, if we have understanding teachers.

We are not getting enough of that kind of teacher—ones that know how to teach in the inner cities. I admit New York City is a tough problem. I would be derelict in my responsibilities, and worse than that, I think, immoral to say, "Let's forget about racial integration and just go ahead and plug more money into building better quality schools." I think we have to do both.

Mr. PUCINSKI. Mr. Biaggi?

Mr. BIAGGI. Thank you, Mr. Chairman. You respond in the affirmative, or you asserted very affirmatively that you have to deal with both problems. I can see an answer to creating quality schools. I think we can resolve that with Federal assistance and with a determined effort to provide exactly that.

You say we should have integration. Well, you have said it, and we are practicing it to some degree. But you have not told us how to approach the total problem. Frankly, you don't know how you are going to do it. I don't see a proposal in connection with this.

It is one thing saying it, and another thing doing it. It's a lofty notion and I understand what you say about the morality of it and why it is essential.

At the very outset I stated we must relate the educational system to the other problems of racial and social issues in the Nation. Resolve this, and you will have made a marked advancement in solving the other problems.

Several of the questions we ask are—we talk about class composition. We are talking about busing a certain number. How many do we bus? What happens to those that remain behind? Are they psychologically stigmatized? Are they subjected to inferior education? How do we choose?

Isn't there a burden on those who are transferred? What balance should be achieved? You said class composition is essential. I agree with you, but what ratio is best for the students?

I am asking a number of questions, and I am sure you will respond to them.

We find as a matter of practicality that, when the blacks come in, the whites run out, and ultimately you have schools. That is not what we are trying to achieve.

We talk about the notion. We are not developing it with any sound solution. These are some of the questions and I wonder if you could respond to them.

Dr. Nyquist. Well, plans have to be carefully devised for every community. I can't answer all those questions. I would have to look at a particular community to see what the problems were, what the facilities were, what the distances were. There are a lot of ways to achieve desegregation and integration. There is not just one way.

When you say, "How do we go about it?" There is a lot of integration going on in the country.

Mr. Biaggi. Let's talk about New York.

Dr. Nyquist. New York City is a very complex problem. Two things need to be done here. One thing is you have to pour more money in. And we have to change some of the things we are doing in education, because everything we are doing is not right.

We have to have better teachers and so on, as I mentioned earlier.

It is a tough problem. We have got to improve the quality of the schools, but at the same time I think we have to work toward integration in all the ways that we possibly can. Some of them, I think, are going to be very difficult, and will involve other agencies. Education can't do the whole job, or schools can't do the whole job.

Housing, for instance, is certainly a big factor in the problem in the large cities.

Mr. Biaggi. No question.

Dr. Nyquist. But that is no excuse for education to lag behind.

Mr. **Biaggi**. We don't disagree on quality education. Now we are talking about the other aspect of it, the matter of practicality in a city like New York. In its implementation, instead of achieving the purpose we set out to accomplish, the situation is retrogressing. We find when the blacks move in in numbers the whites leave. That is a practical aspect of it.

Dr. **Nyquist**. I think if you have quality education in the racially integrated schools the whites won't leave. We have a good example in Rochester. We have a long waiting list.

Mr. **Biaggi**. Again you are talking about one school. The chairman pointed to a school in Washington, and the chairman asked a salient question, "If we had a quality minority school would the rate of improvement be as substantial as if he were in an integrated school?" That was a very incisive question. In your report you don't seem to have a response.

Dr. **Nyquist**. You are asking me to look up a precise page, and I can't do that in a session like this.

Mr. **Biaggi**. You can understand the importance of the question.

Dr. **Nyquist**. Yes, and I answered that, given the right kinds of teachers and enough money, you can build quality in a segregated school. But I think we have to do more. Segregated schools are wrong for America.

Mr. **Biaggi**. We are not quarreling with that.

Dr. **Nyquist**. Of course, minority students can learn in a segregated situation.

If I did not believe that, I would be a racist, I am pretty sure. But the point is, in an integrated situation, the rate of growth in academic achievement alone is increased fully one grade level.

Mr. **Biaggi**. I think you would be going contrary to nature really. Human beings have a capacity, if given a chance.

Then the very practical question is raised, despite its desirability, but because of the magnitude of its effect: How do we do it?

Now, we have been dealing with this in New York for some time, and it is not achieving the things it should. I would say it can be done, and morally it should be done. I am not questioning that. The question is, and it is as incisive as that, how do we do it in view of the preponderance of the blacks and Puerto Ricans; in view of the psychological consequences on those minorities that remain behind?

Are they subjected to a complex because they were not chosen and not assigned to an integrated school which is assumed to be superior at this point?

How do we do it? I think New York poses a very special problem.

Dr. **Nyquist**. Just because of its size. I agree with you.

Mr. **Biaggi**. Because of its size and its preponderance of minority people. The whole situation is perplexing, we agree, but unless we have some plan, and that is what we are seeking really——

Dr. **Nyquist**. I can't give you a readymade plan at this session. Having said that, I'll say this: I don't know what the solution is in New York City. What to do immediately is very difficult. I do know separate but equal schools have been ruled unconstitutional by the Supreme Court. I see the growth of metropolitanism some time in the future. I don't see how we can solve our other problems for that matter unless we think in terms of metropolitan areas.

Mr. Biaggi. I think we should address ourselves to that.

Mr. Pucinski. Mr. Veysey?

Mr. Veysey. Thank you, Mr. Chairman. Dr. Nyquist, I am awfully glad you have come here today to help us on some of these problems, but I want to pursue the line of inquiry that our chairman followed with you for awhile.

I think it was pursued to the point that you made a statement that you have evidence that integration of schools alone brings about educational improvement, but you were not able to indicate where that is in this research report. But could I ask that you submit that evidence to this committee?

Dr. Nyquist. Yes, I will.

Mr. Veysey. Mr. Chairman, could that be made a part of the record of this meeting?

Mr. Pucinski. Yes, without objection.

(The document referred to follows:)

STATEMENT ON EVIDENCE OF EDUCATIONAL IMPROVEMENT THROUGH DESEGREGATION

The *Racial and Social Class Summary Report*,[1] by the New York State Education Department, established that integration per se brings about educational improvement, meaning in the academic achievement and personal attitudes of students, provided that the integration plan is structured in view of the following, and I quote from the body of the *Report:*

"1. The social class composition of the school has been established as an educationally relevant dimension, with substantial potential influences on achievement independent of the influences of teachers, curricula, and facilities. Whether through accident or intent, schools with predominantly lower-status students constitute an undesirable educational milieu which becomes increasingly relevant for the educational development of disadvantaged students with increasingly years in school.

"2. Due to the association between socioeconomic status and ability, and the even closer association between socioeconomic status and school achievement, school practices which tend to group students on ability and prior achievement are also likely *to result in the creation of academic programs along social class and/or ethnic lines, thus resulting in essentially the same educationally debilitating situation as that created by the existence of schools isolated by race and social class.* Since the probable negative effects of social class composition are primarily through the classroom, and ability grouping and tracking are very widespread practices, the implications of the research findings in this area should be considered in relation to any practices which tend to result in homogeneous social class groupings in classrooms in *all schools.*

"3. Manipulation of the social class composition of the schools (transfer of lower-status minority group students to upper-status schools), is likely to be educationally effective for the disadvantaged minority group student if at least two initial conditions are met:

a. The proportion of lower-status students in the classroom does not exceed roughly 30 percent nor constitute less than 15 percent.

b. The transfer of lower-status students to predominantly upper-status schools occurs at the elementary school level."

Within these constraints, it was discovered that:

"1. Integrated Negro students, as a group, achieved at least as well as their segregated counterparts, and in many cases, achieved at higher levels. Findings of superior achievement for integrated students were also obtained in programs which involved bussing either to the suburbs or within the city.

"2. Integrated Negro students in the schools with a higher social class composition achieved at higher levels than Negro students in integrated schools with a lower social class composition. Both groups of students achieved at higher levels than segregated Negro students.

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[1] Division of Research Reports, *Racial and Social Class Isolation in the Schools: Summary Report,* The University of the State of New York, The State Education Department (Albany, New York).

"3. The evidence presented in these research studies gives no reason to believe that white student achievement suffers under integration."

More specifically, the research analysis by McPartland[2] and summarized in our Report, comparing the effect on learning of Negro students in segregated as opposed to desegregated classrooms, reported:

"In the sense of the absolute amount of learning and level of academic proficiency, the Negro students in desegregated schools have a distinct advantage. In terms of their relative standing among the other students in their school, or the level of competition in the classroom, the desegregated Negro students are in a poorer position.

"The Coleman et al (1966) Report documented the large differences in academic achievement between Negro and white students. In terms of grade level equivalents of achievement in the Metropolitan Northeast, the average sixth grade Negro student is 1.3 years behind the level of the average white. This gap grows to 2.3 years difference in the ninth grade, and to 3.3 in the twelfth grade. Published tabulations of the Coleman Report (1966) indicate that the gap is reduced by school desegregation. For ninth grade Negro students in the Metropolitan Northeast who have attended desegregated schools since the early elementary grades, the racial gap is half the size which exists in the region as a whole.

"The Negro students' standing relative to their classmates' achievement is a function of the proportion white classmates no matter what the racial composition of the school.

"There is a regular upward trend in average achievement of Negro students with increases in the proportion of their classmates who are white. The Negro students who have the lowest average achievement are those in mostly Negro schools.

"The Negro students in all Negro classes achieve at a whole grade level behind Negro students with a majority of white students.

In conclusion, and I quote from the Department's study (pp. 39–40):

"It seems reasonable to expect that the integrated educational setting combined with the kinds of compensatory education programs for disadvantaged students described (Chapters 3, 6 and 7 of the State Education Department Summary Report) could yield a more potent effect upon academic achievement and interracial understanding than has been achieved by either compensatory education or integration alone.

"The Coleman, et al, Report (1966), a number of reports in Racial Isolation in the Public Schools (U.S. Commission on Civil Rights, 1967) and a reanalysis of the data from Coleman, et al, reported by McPartland (1967 and 1968) clearly indicate that improvements along traditional dimensions of school and teacher quality are likely to have minimal effects on disadvantaged Negroes and a somewhat greater effect on Puerto Ricans.

"The research review presented in Chapter III of the Department's Summary indicates some of the basic differences between social class and ethnic groups which should be taken into account in developing appropriate instructional methodologies. It is clear a fundamental reorientation of the educational approach will be necessary. If the gap in academic achievement, closed partially by an integrated setting, is to be bridged, effective compensatory programs building upon these differences will need to be employed in connection with integration." This then is the meaning of quality education.

Mr. VEYSEY. I think that is an important missing component here and now. I just wish you could give us some outline of what that information does really say. May I ask, if you can do that, if it is in terms of hard educational improvement?

Do you have evaluations that would give us that?

Dr. NYQUIST. Yes; I will furnish it.

Mr. VEYSEY. We will have to wait to receive it to see what really happened. You have stated a dual objective, one of improving educational quality, which I think we would all agree we want to do, and at the same time of achieving integration for a more social reason. Now you are saying you can show us where the one helps the other problem as well. Two different times you made the comment, what we need to do is plug more money into quality schools, or pour more money into education.

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[2] McPartland, J. *The Segregated Student in Desegregated Schools; Sources of Influence on Negro Secondary Students;* Final Report to the Center for the Study of Social Organization of Schools, Baltimore, Md.; Johns Hopkins University, June 1968.

I have heard that plea from educators many times.

Dr. NYQUIST. Don't forget, I said we needed educational reforms, too. I am not saying we are doing everything right by a long shot.

Mr. VEYSEY. Yes. Now, I wonder—we have heard the plea over and over and over again for more money, and we have followed that road for a long period of years. It seems to me we are at the point where many times the taxpayer has been lost somewhere along the line, and we don't have very much enthusiasm, I would say, today, on the part of the taxpayer.

Dr. NYQUIST. I think there is a crisis of confidence in education at all levels in America today.

Mr. VEYSEY. There certainly is. I think the taxpayer is saying, "we don't believe that you are achieving quality in education by pouring more money and laying more programs on more programs on more programs."

It has not happened, and they don't think it is going to happen in the future.

Dr. NYQUIST. You have asked one of the best questions I know. It is one that is very sensitive, and I know very few educators and college presidents who are not sensitive about this, how they go about restoring confidence in educational institutions, schools, colleges, and universities, and I can't give you a ready answer.

I don't think we have done a good job in pointing out really what the accomplishments of the educational system have been in America.

Mr. VEYSEY. Could I suggest a couple of possible directions that I hear from citizens throughout the country? We have to somehow compose two different sets of objectives that seem to exist, one in the minds of the education establishment, whatever that is, put in quotes.

Dr. NYQUIST. As long as you put it in quotes, I won't object.

Mr. VEYSEY. I don't know what it means but we talk about that a great deal. The other part is the consumers of education. The two objectives don't seem to square, and the two are not moving in the same direction.

Now, how can we bring about a composition of that difference? It seems to me that the crisis of confidence really centers around two different sets of goals. Does it look that way to you?

Dr. NYQUIST. Well, I am not sure about differences in goals. Despite the loss of confidence and the crisis in confidence, it seems to me that our people want just as much or more education than they have in the past. There is no question about it.

Mr. VEYSEY. All right. They want good education, and they want educational achievement.

Dr. NYQUIST. Right.

Mr. VEYSEY. Wouldn't you put that on the top of the list?

Dr. NYQUIST. Yes; I don't think we have retrogressed in educational achievement at all.

Mr. VEYSEY. I don't say say we have retrogressed, but do you think we have kept pace with what the public wants our educational establishment to achieve today?

Dr. NYQUIST. I am not sure that the public is all that clear about what it wants.

Mr. VEYSEY. Isn't the public sort of saying to our schools today, "Look, you have got to provide basic education in the basic skills so that essentially all young people can go into a different type of economy today where there are very few unskilled jobs and be able to take their place and become self-sustaining citizens."

I think the public is asking a good deal more than in the past.

Dr. NYQUIST. If you want to take parts of the public, the minority groups have asked very serious questions about the deficiencies in the educational system, about the education of their children, and rightly so.

We are not doing a good job educating kids of minority groups. That one group there is part of the public.

Mr. VEYSEY. Is part of the approach to that the integration drive to kind of diffuse that around so that it is not identifiable any more?

Dr. NYQUIST. Are you talking about separatism here?

That is repugnant to me, no matter who wants it.

Mr. VEYSEY. Diffusion of it around by an integration approach so that you have no identifiable minority.

Dr. NYQUIST. That does not confuse the issue as far as I am concerned.

Mr. VEYSEY. And the public saying "we want to see educational achievement." Isn't that their first objective?

Dr. NYQUIST. If you are talking about the general public, they are not concerned about achievement. If you are talking about certain segments of the public, they are concerned about it. The education of the minority group children in our cities.

Mr. VEYSEY. I think most parents are deeply concerned.

Dr. NYQUIST. About achievement?

White people in the suburbs?

Mr. VEYSEY. You bet they are.

Dr. NYQUIST. Well, I am not sure they are concerned about achievement. They are getting an awfully good education, I think, in many, many sectors of our society. They are doing college work in high school. I don't think they are worried about that. I thing they are worried about some other things. The new youth culture that we have and what that means, and the differences between our young people and older people, the whole drug scene, the way kids dress and that sort of thing.

These are some other things which I think concern a lot of parents.

Mr. VEYSEY. Let me turn to another thing. Two or three years ago, or maybe longer than that, I had the opportunity to visit PS-192 here in New York, the principal was, I think, Dr. Seymour Gang. I saw some interesting things there. What has happened recently in that particular school?

Has that shown us any directions?

Dr. NYQUIST. I don't know the current status of that school.

Mr. VEYSEY. That is interesting, because that, to me, was one of the most exciting schools I have seen.

Dr. NYQUIST. I agree with you. You asked me a question what is going on recently, and I just can't answer what that.

Mr. VEYSEY. That has kind of disappeared, has it?

Dr. NYQUIST. No. As Commissioner of Education, I can't keep track of how many thousands of schools we have and what they are doing.

I just can't answer that. I assume he is doing as well as he did before, better, probably.

Mr. **Veysey.** Our attention was called to it from as far away as California, and we were pretty interested in it. I think he had some pretty significant achievements there.

Dr. **Nyquist.** No question about it, and we have some others as well.

Mr. **Veysey.** Let me ask you one thing about your comments on the revenue sharing proposal. I don't see in your analysis, although I glanced at it only briefly, that you have dealt with both portions of the revenue sharing proposal that have been set forth.

You probably are aware——

Dr. **Nyquist.** Both portions of the special revenue sharing for education?

Mr. **Veysey.** There is special revenue sharing for education. You identify that as being a consolidation of existing programs, and you say that is desirable, and I agree with you. But there is also a general revenue-sharing proposal of a number of billions of dollars, which is the new money aspect of things.

You are addressing most of your remarks to disappointment in not seeing a lot of new money in the special revenue-sharing aspect which was not really intended to produce a lot of new money, but rather to accomplish a consolidation and a freeing up of the delivery system there.

Now, as I understand it, that revenue-sharing proposal, the special educational revenue sharing contained "hold harmless" features which are intended to see that New York State does not get $1 less under those circumstances than you are getting at the present time and, hopefully, possibly a bit more money.

Is this your understanding of it?

Dr. **Nyquist.** I did not address myself to general revenue sharing, and perhaps the two ought to be taken together. The special revenue-sharing bill, my comments on it are these, that if we are held harmless, we do not come up to the same level. We would lose something like $75 or $80 million if there were not a "hold harmless" position.

Mr. **Veysey.** I understand there is a hold harmless position. Do you understand it that way?

Dr. **Nyquist.** Yes; but even so it leaves us $16 million short. It does not bring us up to what we have now.

Mr. **Veysey.** Then it does not work right, somehow.

Dr. **Nyquist.** That is right, and we are trying to convince the U.S. Office of Education that it is not right. But the big point is that, at the funding level of $3 billion, if you did decide in the future, as I would hope you do, to raise the level of funding, it would take over a billion dollars for New York State to get one extra dollar.

Mr. **Veysey.** But now you are not addressing your remarks at all to the general revenue sharing, which would do more. That is the area in which to look for the new money aspect of revenue sharing.

Dr. **Nyquist.** I want to cover every flank.

Mr. **Veysey.** I understand your problem. We have it in every State. Education is in a real pinch to keep things going.

Let me say to you that I would want to see that the hold harmless provisions were perfected so that it did, in fact, hold harmless. There may be something wrong with the formula there, and that would have to be corrected.

Thank you very much, Mr. Chairman.

Mr. PUCINSKI. Mrs. Hicks?

Mrs. HICKS. Thank you very much, Mr. Chairman.

Commissioner Nyquist, in your testimony, you stated that the distinction between de jure and de facto segregation should be eliminated.

Just what do you mean by a segregated school?

Dr. NYQUIST. One that has a preponderance of minority group children.

Mrs. HICKS. Do you consider an all-white children school a segregated school?

Dr. NYQUIST. Education benefits everybody.

Mrs. HICKS. That is not my question. Do you consider an all-white school a segregated school?

Dr. NYQUIST. I would have to say "Yes."

Mrs. HICKS. What would be the proportion then, of racial balance that you would wish to achieve in order to have it a nonsegregated or racially balanced school?

Dr. NYQUIST. I think if we had a racially integrated school system that the proportion should be roughly the same.

Mrs. HICKS. The same as what?

Dr. NYQUIST. The same through the whole school system as you have in the school population and within each school the evenness with which minority students are distributed across classes within a grade.

Mrs. HICKS. I don't know what you mean by that.

Dr. NYQUIST. Supposing you have 30 percent of minority groups in a school system. I would expect to see a distribution of about that same percentage, not precisely the same, throughout the entire school system.

Mrs. HICKS. You mean in one particular school district that the housing pattern was such that 30 percent of a minority group was in that particular community, then you feel that that should be throughout the entire school district.

What if in a particular district it was 100 percent minority population?

Dr. NYQUIST. We talked about that earlier. I think we have a representative from the school district here, do we not, the Roosevelt School District which is about 90 percent black, surrounded by just about all-white school districts?

I believe the answer there is school district reorganization.

Mrs. HICKS. Then how do you set a figure of 30 percent for a maximum amount of the races?

Dr. NYQUIST. Our racial isolation study shows that the desegregation balance to be maintained on a school basis should be 70/30, majority-minority, respectively, if it is to be of maximum educational value to the minority group student.

Mrs. HICKS. What is the point?

Dr. NYQUIST. I don't get your question.

Mrs. HICKS. What is the figure of mathematical mixing of races in New York City?

Dr. NYQUIST. I can't give you the answer to that.

Mrs. HICKS. Then how can you integrate your school system?

Is there any difference between a racially imbalanced school and a segregated school system; a segregated school?

Dr. NYQUIST. No.

Mrs. HICKS. You feel they are synonymous.

I see.

Dr. NYQUIST. I have enough problems of my own here in New York State.

Mrs. HICKS. How many schools do you have in New York City that are segregated, de jure, or racially imbalanced?

Dr. NYQUIST. I can't give you the figure. I would be glad to supply the exact figures. We take a racial census every year and I can give you the figures for every single school there in the State of New York.

Mrs. HICKS. Within the last 10 years have your schools moved toward being more segregated, more racially imbalanced?

Dr. NYQUIST. Yes. That has been the trend overall. Chapter 2 of the racial isolation study is important here.

Mrs. HICKS. What do you attribute this to?

Dr. NYQUIST. I suppose a lot of things. You might begin with apathy.

Mrs. HICKS. Apathy of whom?

Dr. NYQUIST. On the part of the whites.

Mrs. HICKS. The white parents?

Dr. NYQUIST. I would assume the white parents. I am sure that is where prejudice starts. An influx of immigrants to the State of New York, not counterbalanced by integration to keep pace with it, the flight of the whites to the suburbs. One of these days there is not going to be any place to go.

Mrs. HICKS. Do you feel that there are inferior schools in your so-called ghetto areas in the predominantly black or brown areas of the city?

Dr. NYQUIST. Yes, there are.

Mrs. HICKS. Do you feel that your teachers in these schools are inferior to teachers in other parts of your city?

Dr. NYQUIST. I don't like to use the word "inferior."

Mrs. HICKS. Use whatever term you wish.

Dr. NYQUIST. All right. I will define it for myself. I said earlier that I don't think we are doing as good a job as could be done in the schools in the inner city. I don't think that our intellectual estates, the colleges and universities, have the right kind of programs so that they turn out teachers who have the expectation, for instance, that every child can learn, who have cultural understanding themselves of the kinds of backgrounds that these children come from.

We can do a much better job, and some of your Federal programs, I think, are helping—EPBA, the Education Professions Development Act.

Mrs. HICKS. Do you have teachers in your system that would meet these qualifications?

Dr. NYQUIST. Yes.

Mrs. HICKS. Are they teaching the children in your ghetto areas?

Dr. NYQUIST. Some of them are.

Mrs. HICKS. Why aren't all of them if they have expertise in this field?

Dr. NYQUIST. That is a complex answer.

Mrs. HICKS. You see, Commissioner, the problem, as the chairman has put to you, maybe the problem rests with you.

Dr. Nyquist. I am willing to share the responsibility.

Mrs. Hicks. Maybe the problem is not too much for the integration of your school system but rather than you are giving to children in the ghetto areas inferior education.

Dr. Nyquist. It is not one or the other, Mrs. Hicks, to me.

Mrs. Hicks. Well, I mean that you first of all say that the teachers that would be best for the children in the area are not in the area.

Dr. Nyquist. No, I did not say that. I said not all of them are there.

Mrs. Hicks. And I asked you why not all of them.

Dr. Nyquist. We don't have enough of them.

Mrs. Hicks. What is the difference in a teacher you would need for teaching in the ghetto area than teaching in your all-white area?

Dr. Nyquist. Well, I would begin with expectations that every child could learn. I am going to repeat myself here. I think I answered this earlier.

Mrs. Hicks. I did not get the answer.

Dr. Nyquist. Secondly, understanding of the cultural differences, the cultures, different cultures, that they come from. I think we need many more minority group teachers.

I don't think that you necessarily would have to have a minority group teacher to teach minority children.

These are some of the things that I think would be good changes in our teacher education programs.

Mrs. Hicks. Let me ask you this——

Dr. Nyquist. Practice teaching, for instance, is an important factor. It should come for a student teacher at an early point in her undergraduate education, so that she gets the experience of teaching in the inner city schools.

We don't have enough of that.

Mrs. Hicks. In the ghetto areas of New York City where the black and brown people live—I am at a disadvantage, because I don't know New York City.

I am from Boston.

Are there also some white families living in that area?

Dr. Nyquist. Some, sure.

Mrs. Hicks. Then do you feel that a child who lives under socioeconomic conditions that are on the level of deprivation, do you feel that whether he is black or white that he would need some kind of compensatory education?

Dr. Nyquist. Yes.

Mrs. Hicks. So that when you would be meeting the demands of this child living in the ghetto area, if he were a white child, then do you feel that in discussing the program of moving your black children out, that the white child should be moved, too?

Mr. Nyquist. Yes, because I think social class is tied up with it.

Mrs. Hicks. Do you think it is a problem of class, this problem of integration?

Dr. Nyquist. Both—racial and social class.

I think the research report I have left with you make this very clear.

Mrs. Hicks. The Chairman asked you about the impact on a child's learning ability, the nonwhite child when he is moved into an all-white area and placed into an integrated system, and you said that you would give us statistics on that.

Now, the reverse of this. You are going to take white children from suburban places, if you are going to have metropolitization of learning, and you are going to bring white children from the suburbs and put them in schools that are predominantly black or brown.

Do you think this will have any effect on his learning ability?

Dr. Nyquist. None.

Our evidence shows that when racial integration occurs, the white kids don't lose and the others gain.

Mr. Pucinski. In white schools.

What does your evidence show, Dr. Nyquist, when you transfer a youngster from an all white community into a ghetto school?

What happens to that white youngster in the ghetto school in terms of his learning ability and all the other effects on his psyche and what not?

Dr. Nyquist. We have had some integration programs in some areas of the State along those lines, and whites don't lose.

Mr. Pucinski. You have some studies on those?

Dr. Nyquist. Yes.

Rochester would be one.

Mr. Pucinski. Would you be good enough to supply those?

Dr. Nyquist. Yes.

(The documents referred to follow:)

An Abstract of a Three Year Longitudinal Study To Assess the Fifteen Point Plan

FIFTEEN POINT PLAN: PURPOSE

Two overriding goals characterized the Fifteen Point Plan, a plan approved by the Board of Education in early 1967. They were the reduction of racial isolation in the schools and the provision of quality integrated education for all children. Though not stated in these goals, but nonetheless a vital feature of the plan, was an experiment involving pupils in compensatory education as well.

The design formulated for evaluating the plan featured a longitudinal approach in which the effects of various school programs on pupil growth were assessed. The time span assigned for evaluating the plan was the three year period extending from September 1967 through June 1970. This article is an abstract of the comprehensive evaluation report completed by the District's Division of Planning and Research in the Fall of 1970.

PROGRAM ASSESSMENT

Three phases of the Fifteen Point Program were assessed and reported. They involved the scholastic growth of pupils who participated in the following classroom settings:

(1) *Compensatory Education:* The reduction of class size (15–18 pupils per teacher and teacher aide) and the institution of compensatory services at School No. 3, a primary school having a virtually total black pupil enrollment

(2) *Integration-Out:* The transfer of the School No. 3 intermediate grade (4–6) pupils to several receiving schools having exclusively white enrollees

(3) *Integration-In and Integration-Out:* The Expanded Open Enrollment Program at the "enriched" Experimental School No. 2 that brought white pupils into an inner city school setting and provided for inner city pupils to transfer voluntarily to outer city schools.

Comparisons were made between groups of pupils representing each of the above emphases. In addition, the scholastic growth of black pupils involved in these approaches was contrasted with that of similar black pupils enrolled in segregated classes (control classes). Moreover, the performance of white pupils was also included for certain comparisons.

PUPIL POPULATION

Overall, pupils enrolled at twenty-two elementary schools were involved in features of the Fifteen Point Plan. For program evaluation, however, the performance of pupils enrolled at only eleven schools was appraised in the data analysis. Although most of the pupils whose performance was assessed were black pupils, the scholastic growth of white pupils enrolled in the various classroom settings was also submitted to statistical analysis. Specifically, the performance of white pupils who transferred from their predominantly white neighborhood schools to attend classes at the inner city schools were compared with their former school counterparts and, whenever feasible, with their new classmates.

For all groups, pupil mobility adversely affected sample size for each of the components analyzed. This became true during the third and final year when many of the original pupil participants had then shared in a variety or combination of educational experiences. Except for one grouping, only those pupils who had been involved for two or three consecutive years in their *compensatory, integrated*, or *segregrated* classes were included. The lone exception delineates groups of pupils who had two years of segregated classroom experiences followed by a year of integrated experiences at the Experimental School; these groups are clearly identified in the report (Questions Seven and Eight).

PUPIL VARIABLES ASSESSED

For this study, scholastic growth was equated to three pupil variables. They were *pupil achievement*, measured by various standardized tests; pupil *school attendance*, expressed as the number of days students were absent from schools from September through June; and *teachers' perceptions* of pupils' social growth and work habits. For the latter, the perceptions were translated to a numerical scale ("1" excellent to "5" poor). Both pupil attendance and teacher perceptions were recorded for each of the final to years covered in the study. However, pupil achievement for each group was viewed for the full two or three years of the treatment period and was assigned greater value than the other two variables in the data analysis. Tables showing the comparisons of pupils involved in the various approaches are presented in the Appendix of the Final

STATISTICAL METHODS AND PROCEDURES

If groups being compared appeared to be similar on pretest reading measures, t-tests were computed for the statistical analyses. When there was not a satisfactory pretest match, a one-way analysis of covariance was substituted. These statistical procedures were used to help provide answers to the nine research questions raised in the study. Moreover, the .05 level of confidence was established as acceptable for determining the significance for any one analysis.

All standardized posttests for pupils in Grades 2 through 6 were administered in May 1970. Pupils involved for three years were pretested near the beginning of the 1967–68 school year while the two year participants were given pretests in early October 1968. (Amplification of the statistical procedures and the listing of standardized instruments are presented in the Final Report.)

FINDINGS

1. Black pupils enrolled in *segregated* classes at the school having enriched emphases were not appreciably different in their scholastic performance from similar pupils enrolled in *segregated* classes at control schools.
2. Black pupils enrolled in *compensatory* classes achieved greater scholastic gains than black pupils in *segregated* classes.
3. Black pupils in *integrated* classes tended to show greater achievement gains than black pupils in *segregated* classes.
4. Black pupils in *compensatory* classes achieved as well as black pupils in *integrated* classes.
5. As revealed in the New York State Pupil Evaluation Program results, pupils in *compensatory* classes were the only students of those assessed in the Fifteen Point Program who recorded gains in their mean percentile standing during the first two grades of school.
6. Black pupils enrolled in *integrated* classes at their neighborhood school were not appreciably different in their performance than similar pupils attending classes in outer city schools.

7. There were no appreciable differences in outcomes between white pupils enrolled at an inner city school and white pupils attending their neighborhood schools.

8. Black pupils and white pupils who scored similarly on pretest measures and who attended *integrated* classes tended to have similar outcomes three years later.

9. Black pupils *integrated* at the primary level (Grades K–3) tended to show relatively higher scholastic gains than those black pupils who became *integrated* at the intermediate level (Grades 4–6).

10. Pupils having stability in residency reflected higher achievement outcomes in data obtained from the New York State Pupil Evaluation Program.

11. Black pupils attending *segregated* classes fared least well on the measures used for assessing pupils enrolled in the various components of the Fifteen Point Progarm.

12. Children who attended schools located in their neighborhood recorded fewer days of absenteeism than those enrolled in schools outside of their residential district.

CAUTIONS

Longitudinal studies of this type are affected by numerous uncontrollable program changes and design limitations. Among those affecting this study in particular were pupil mobility, teacher turnover, teacher differences, program differences, community pressures, and sample sizes. These factors must be kept in mind as the reader reflects upon the findings. While the effort has been made to describe and elaborate each more fully in the comprehensive report, it must be noted that the findings were relevant for a specific population, i.e. children enrolled in selected elementary schools of Rochester, New York during the three school years from September 1967 through June 1970.

Mrs. HICKS. Isn't the process of integration a process of gaining? Is this what we are trying to achieve? So when you say he does not lose, this makes me very concerned.

Dr. NYQUIST. Well, if the white children are living up to their capacity, what I am saying is that he does not lose when he goes.

Mrs. HICKS. Aren't you moving a white child into a black area so he will gain, too?

Dr. NYQUIST. Sure, you would hope he would gain. But the fear of the white people is, "you know, my kid is getting an 85 average now, but he is going to drop to 75 because he is going to a racially integrated school." It does not happen. I would hope he would go to 90, but if he does not, I think to maintain the 85 in the racially integrated school is a plus.

It certainly is not a minus.

Mrs. HICKS. You think you don't have the proper teachers to teach in your schools in the ghetto area?

Dr. NYQUIST. Not enough of them.

Mr. PUCINSKI. I am sure in New York City that there are white areas of the city that are also socioeconomically deprived.

Dr. NYQUIST. Sure.

Mr. PUCINSKI. Do you have poor schools in these areas?

Dr. NYQUIST. Probably.

Mrs. HICKS. Isn't this your problem then?

Dr. NYQUIST. I think I addressed myself to this earlier.

Both; we are going to have to have better quality, and we are going to have to have integration. I wish we would not zero in on New York City, so that we forget about racial integration elsewhere.

Mrs. HICKS. I did not say that.

Dr. NYQUIST. In Niagara Falls—I don't know the population, but it is big enough—they have voluntarily integrated their schools. I admit that New York City is a tough area. We ought to do whatever we can to achieve integration.

Mrs. **Hicks**. Have you built schools within the last decade here in New York City?

Dr. **Nyquist**. Of course.

Mrs. **Hicks**. Have you built your schools for the purpose of integrating? In other words, have you built them in areas that you feel would draw from both white and black?

Dr. **Nyquist**. Some plans and some sections have been along those lines, yes.

Mrs. **Hicks**. When your schools are constructed, do you feel they achieve this goal?

Dr. **Nyquist**. Not in every case, no.

Mrs. **Hicks**. The problem in Boston is that by the time we get schools constructed in a peripheral area, the peripheral area no longer exists. I wanted to know if this was your problem here in New York City.

Dr. **Nyquist**. I suppose it would be in some sections.

Mrs. **Hicks**. If the——

Dr. **Nyquist**. It takes a long time to build a school in New York City.

Mrs. **Hicks**. If the Congress were to give you, as the commissioner of education, money under these bills here, how would you use the money for desegregation or integration?

Dr. **Nyquist**. There is a good list in Mr. Badillo's bill on page 12. I think constructing magnet schools is one answer, which everyone wants to go to. Educational parks, paraprofessional is an answer to a lot of our troubles. Retraining of staff members to work with minority children, intercultural programs of various kinds, busing—I have said it—are other alternatives. I believe that busing is the answer to more effective education and we ought to bus children. We do so much of it now, as the Supreme Court pointed out. I can't see why it troubles someone when it comes to racial integration. I know what the troubles are, but I don't think it should be that way here in America.

Mrs. **Hicks**. Do you bus in New York City?

Dr. **Nyquist**. Yes.

Mrs. **Hicks**. That would be the difference, wouldn't it? We do busing all over the country, but I don't think it is a forceable busing program. I think that is where the problem comes in.

Dr. **Nyquist**. Thousands and thousands and thousands of children are bused in New York City for other than integration purposes.

Mrs. **Hicks**. Yes, but this may be to go for programing or because schools are at a distance, but isn't this formidable busing that would take place under the Supreme Court decision, is this the same type of busing you are doing here?

Dr. **Nyquist**. If you are asking about New York City; yes.

Mr. **Pucinski**. Mr. Badillo.

Mr. **Badillo**. Commission, to go back to the issue of quality schools and integration, from a legal point of view, did not the Supreme Court rule that even if you had two schools of equal quality, but one was predominantly black and the other predominantly white that they are inherently unequal?

Dr. **Nyquist**. Yes.

Mr. **Badillo**. That was the import. So therefore, the question is not, at least from a legal point of view, whether they are equal in quality, because the Supreme Court has ruled that it is unconstitutional.

Dr. **Nyquist**. I agree.

They have ruled that as far as de jure segregation is concerned. I go beyond that. As matter of fact, I agree with, one Justice that we have an affirmative duty. I hope we get to that point.

Mr. **Badillo**. From an education point of view, do you agree with the Supreme Court decision?

Dr. **Nyquist**. Yes.

Mr. **Badillo**. So that on that basis, it would apply whether it is north or south.

Dr. **Nyquist**. Right. I agree. I agree with the position in your bill.

Mr. **Badillo**. Why do you feel it is important from an educational point of view that even if the quality of the schools is equal that there not be segregation?

Dr. **Nyquist**. Because of the separateness—if America stands for one thing, if it stand for pluralism and diversity, and we certainly have that, it also stands for equality, and if we are going to live up to our ideals, I think we have to view each other as equals. I think we have to begin in the schools in order to get that understanding.

Mr. **Badillo**. Commissioner, can you give us figures as to the extent of racial isolation in New York State, not just in New York City, but throughout the different regions?

Dr. **Nyquist**. Yes. It will be quite a set of statistics but we have those.

(The document referred to follows:)

RACIAL/ETHNIC DISTRIBUTION OF PUBLIC SCHOOL STUDENTS IN NEW YORK STATE, 1970–71

INTRODUCTION

The collection of racial/ethnic data on the school population of New York State was initiated in 1961 with a census of public elementary schools. Since 1966 such information has been collected annually from all public elementary and secondary schools and is now a part of the Department's Basic Educational Data System. The information is used within the Education Department in providing a longitudinal record of school integration throughout the State.

Table 1 presents the 1970–71 racial/ethnic distribtuion of public school students for the State's "Big Six"* school districts (individually and combined), for the rest of the State and for the State as a whole. Examination of Table 1 shows, in part, that (1) excluding the "Big Six" cities, 5.1 percent of the students enrolled in New York State's public elementary and secondary schools are classified in the two major minority groupings—Negro and Spanish Surnamed American; (2) within New York City, 60.2 percent of the students are of a major minority group, and 38.3 percent are classified as "Other," i.e., neither Negro, Spanish Surnamed American, American Indian, nor Oriental; (3) in four of the State's six largest cities, over 30 percent of the students are classified as Negro.

Table 2 details the 1970–71 distribution of Negro and Spanish Surnamed American students by location in the State. It can be seen that of all public school Negro students in the State, 72.5 percent attend schools in New York City while an additional 10.5 percent attend schools in the other five major cities. Some 92 percent of the State's Spanish Surnamed American students attend schools in New York City.

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*Albany, Buffalo, New York, Rochester, Syracuse, Yonkers.

Table 3 shows a percent distribution of public school students, by racial/ethnic origin, for the years 1966–67 through 1970–71. In the large cities of the State, the major minority group population of the public schools rose from 46.8 percent in 1966–67 to 56.4 percent in 1970–71. The increase was most pronounced in New York City where Negro and Spanish Surnamed American representation in the public schools rose 10 percentage points over the 5-year period. The next largest increase was in Rochester which showed an 8.8 percentage point rise.

Table 4 shows the number of schools and the number and percent of minority students (Negro and Spanish Surnamed American) in schools of differing racial composition, i.e., the percent of minority students in the school. Examination of Table 4 shows, in part, that; (1) there are 723 schools in New York with no Negro or Spanish Surnamed American students; (2) there are 63 schools in which all students are of a major minority group and that the enrollment in these schools accounts for 7.3 percent of the State's total Negro and Spanish Surnamed American enrollment; (3) nearly three-quarters (74.5 percent) of the Negro and Spanish Surnamed American students in New York State's public schools attend a school that can be classified as a minority school, i.e., 50 percent or more of the students are Negro or Spanish Surnamed American.

Appendix A distributes public school students by racial/ethnic origin for each school district and county in the State.

TABLE 1.—RACIAL/ETHNIC DISTRIBUTION OF PUBLIC SCHOOL STUDENTS IN NEW YORK STATE, 1970–71

Location	Enrollment Prekindergarten to 12	Negro		Spanish-surnamed American[1]		American Indian and Oriental		Other	
		Number	Percent	Number	Percent	Number	Percent	Number	Percent
Big 6 cities:									
Albany	10, 999	3, 734	34. 0	24	0. 2	27	0. 2	7, 214	65. 6
Buffalo	70, 305	27, 069	38. 5	1, 620	2. 3	595	. 8	41, 021	58. 4
New York	1, 140, 359	393, 516	34. 5	292, 664	25. 7	17, 722	1. 5	436, 457	38. 3
Rochester	45, 500	15, 082	33. 2	1, 853	4. 1	155	. 3	28, 410	62. 4
Syracuse	29, 402	7, 056	24. 0	120	. 4	235	. 8	21, 991	74. 8
Yonkers	30, 632	4, 128	13. 5	1, 455	4. 8	190	. 6	24, 859	81. 1
Total big 6	1, 327, 197	450, 585	34. 0	297, 736	22. 4	18, 924	1. 4	559, 952	42. 2
Rest of State	2, 172, 407	92, 266	4. 2	19, 475	. 9	7, 980	. 4	2, 052, 686	94. 5
Total State	3, 499, 604	542, 851	15. 5	317, 211	9. 1	26, 904	. 8	2, 612, 638	74. 6

[1] Spanish-surnamed American includes Mexican, Central American, South American, Cuban, Puerto Rican, Latin American, or other Spanish-speaking origin.

TABLE 2.—DISTRIBUTION OF NEGRO AND SPANISH-SURNAMED AMERICAN PUBLIC SCHOOL STUDENTS IN NEW YORK STATE, 1970–71

Location	Negro		Spanish-surnamed American[1]		Negro and Spanish-surnamed American	
	Number of Negro students prekindergarten to 12	Percent of State Negro students	Number of S.S.A. students prekindergarten to 12	Percent of State and S.S.A. students	Number of Negro and S.S.A. students prekindergarten to 12	Percent of State Negro and S.S.A. students
Big 6 cities:						
Albany	3, 734	0. 7	24	(2)	3, 758	0. 4
Buffalo	27, 069	5. 0	1, 620	0. 5	28, 689	3. 3
New York	393, 516	72. 5	292, 664	92. 3	686, 180	79. 8
Rochester	15, 082	2. 8	1, 853	. 6	16, 935	2. 0
Syracuse	7, 056	1. 3	120	(2)	7, 176	. 8
Yonkers	4, 128	. 8	1, 455	. 5	5, 583	. 6
Total big 6	450, 585	83. 0	297, 736	93. 9	748, 321	87. 0
Rest of State	92, 266	17. 0	19, 475	6. 1	111, 741	13. 0
Total State	542, 851	100. 0	317, 211	100. 0	860, 062	100. 0

[1] Spanish-Surnamed American includes Mexican, Central American, South American, Cuban, Puerto Rican, Latin American, or other Spanish speaking origin.

[2] Less than 0.1 percent.

TABLE 3.—PERCENT DISTRIBUTION OF PUBLIC SCHOOL STUDENTS, BY RACIAL/ETHNIC ORIGIN, IN NEW YORK STATE, 1966-67 THROUGH 1970-71

Location	1966-67			1967-68			1968-69			1969-70			1970-71		
	Negro	S.S.A.[1]	Other	Negro	S.S.A.[1]	Other	Negro	S.S.A.[1]	Other	Negro	S.S.A.[1]	Other	Negro	S.S.A.[1]	Other
Big 6 cities:															
Albany	28.4	(2)	71.6	29.1	(2)	70.9	30.7	0.2	69.1	32.7	0.3	67.0	34.0	0.2	65.8
Buffalo	34.8	1.4	63.8	35.3	1.6	63.1	36.8	1.8	61.4	37.7	1.9	60.4	38.5	2.3	59.2
New York	28.3	20.9	49.8	30.0	22.0	48.0	31.9	23.3	44.8	33.7	24.2	42.1	34.5	25.7	39.8
Rochester	26.4	2.1	71.5	27.4	2.7	69.9	28.9	3.3	67.8	31.1	3.7	65.2	33.2	4.1	62.7
Syracuse	17.6	(2)	82.4	19.3	.1	80.6	20.9	.2	78.9	22.5	.3	77.2	24.0	.4	75.6
Yonkers	11.2	2.5	86.3	11.5	3.1	85.4	12.0	4.3	83.7	13.1	4.4	82.5	13.5	4.8	81.7
Total big 6	28.8	18.0	53.2	29.5	19.0	51.5	31.3	20.2	48.5	33.1	21.0	45.9	34.0	22.4	43.6
Rest of State	3.6	.4	96.0	3.9	.5	95.6	4.0	.7	95.3	4.1	.8	95.1	4.2	.9	94.9
Total State	13.5	7.3	79.2	13.9	7.7	78.4	14.5	8.2	77.3	15.1	8.4	76.5	15.5	9.1	75.4

[1] Spanish-surnamed American includes Mexican, Central American, South American, Cuban, Puerto Rican, Latin American, or other Spanish-speaking origin.

[2] Less than 0.1 percent.

Note: In this table, the category "Other" includes all students not classified as Negro or Spanish surnamed American.

TABLE 4.—NUMBER OF SCHOOLS AND NUMBER AND PERCENT OF MINORITY[1] STUDENTS IN SCHOOLS OF DIFFERING RACIAL COMPOSITION, NEW YORK STATE, 1970–71

Racial composition of school (percent minority)	Number of schools	Number of minority students	Percent of minority students in State
None	723	0	
0.1 to 9.9	2, 204	36, 444	4. 2
10.0 to 19.9	357	45, 286	5. 3
20.0 to 29.9	235	53, 243	6. 2
30.0 to 39.9	128	43, 391	5. 0
40.0 to 49.9	101	41, 299	4. 8
50.0 to 59.9	79	40, 650	4. 7
60.0 to 69.9	59	41, 206	4. 8
70.0 to 79.9	76	68, 439	8. 0
80.0 to 89.9	76	79, 188	9. 2
90.0 to 99.9	309	348, 246	40. 5
100.0	63	62, 670	7. 3
Total	4, 410	860, 062	100. 0

[1] Minority includes Negro and Spanish surnamed American.

APPENDIX A

PERCENT DISTRIBUTION OF PUBLIC SCHOOL STUDENTS BY RACIAL/ETHNIC ORIGIN, 1970–71

School district	Negro	Spanish-surnamed Americans	American Indian and Oriental	Other
Albany County:				
Albany	34. 0	0. 2	0. 2	65. 6
Berne Knox	. 4		. 2	99. 4
Bethlehem	. 5	( )	. 2	99. 3
Ravena Coeymans	2. 1	. 6	( )	97. 3
Cohoes			. 2	99. 8
South Colonie	2. 3	( )	. 3	97. 4
North Colonie	. 8	. 1	. 3	98. 8
Menands	2. 8			97. 2
Maplewood				100. 0
Green Island				100. 0
Guilderland	. 9	. 1	. 3	98. 7
Voorheesville	. 3		. 1	99. 6
Watervliet	. 3			99. 7
County total	8. 7	. 1	. 2	91. 0
Allegany County:				
Alfred Almond	. 9		. 3	98. 8
Belmont				100. 0
Andover		. 3		99. 7
Angelica		. 4		99. 6
Belfast				100. 0
Bolivar			. 5	99. 5
Canaseraga				100. 0
Cuba			. 4	99. 6
Friendship	1. 7		. 2	98. 1
Fillmore	. 5	. 6		98. 9
Whitesville				100. 0
Rushford	. 4			99. 6
Scio				100. 0
Wellsville	*		. 2	99. 8
Richburg	. 6			99. 4
County total	. 3	( )	. 1	99. 6
Broome County:				
Chenango Forks	. 2			99. 8
Binghamton	4. 1	( )	. 2	95. 7
Harpursville				100. 0
Sanitaria Springs				100. 0
Susquehanna Valley	. 4	( )	(*)	99. 6
Chenango Valley	. 6		(*)	99. 4
Maine Endwell	. 3	( )	(*)	99. 7
Deposit				100. 0
Whitney Point	. 3	( )	. 2	99. 5
Endicott	. 6	. 2	. 3	98. 9
Johnson City	. 3	( )	(*)	99. 7
Vestal	. 5	. 1	. 4	99. 0
Windsor	. 3	( )	(*)	99. 7
County total	1. 2	( )	. 2	98. 6

PERCENT DISTRIBUTION OF PUBLIC SCHOOL STUDENTS BY RACIAL/ETHNIC ORIGIN, 1970-71—Continued

School district	Negro	Spanish-surnamed Americans	American Indian and Oriental	Other
Cattaraugus County:				
Allegany	.5	.1	.4	99.0
West Valley	4.7	.2		95.1
Limestone	.3		1.0	98.7
Ellicottville			.4	99.6
Franklinville	.4		.4	99.2
Hinsdale			.5	99.5
Little Valley	.3	.1	.7	98.9
Cattaraugus	.9		.3	98.8
Olean	2.3		.2	97.5
Gowanda			19.6	80.4
Portville	.9			99.1
Randolph	.3	( )	.3	99.4
Children's Home	20.0			80.0
Salamanca	( )		11.0	89.0
Pioneer	.4		.3	99.3
County total	.8	( )	3.5	95.7
Cayuga County:				
Auburn	4.0	( )	( )	96.0
Weedsport	.3		( )	99.7
Cato Meridian	.8		.2	99.0
Southern Cayuga			( )	100.0
Port Byron	1.5		.1	98.4
Moravia	.1		.3	99.6
Union Springs	.2		.4	99.4
County total	2.1	( )	.1	97.8
Chautauqua County:				
Southwestern	.2	.1		99.7
Frewsburg			.2	99.8
Cassadaga Valley	.1			99.9
Mayville				100.0
Chautauqua				100.0
Pine Valley			.3	99.7
Clymer			.3	99.7
Dunkirk	4.5	7.9	( )	87.6
Bemus Point				100.0
Falconer	.2	.1	.3	99.4
Silver Creek	1.4	.2	8.4	90.0
Forestville	.8	.2	1.2	97.8
Panama				100.0
Jamestown	2.4	1.1	.3	96.2
Fredonia	.4	.5	.2	98.9
Brocton	.9		( )	99.1
Ripley			.4	99.6
Sherman			.4	99.6
Westfield		1.8		98.2
County total	1.2	1.2	.6	97.0
Chemung County:				
Elmira	6.4	( )	( )	93.6
Horseheads	.4	( )	( )	99.6
Elmira Heights	.6	( )		99.4
County total	3.9	( )	( )	96.1
Chenango County:				
Afton	.8	.1	.2	98.9
Bainbridge Guilford				100.0
Greene				100.0
Mount Upton	.2			99.8
New Berlin	1.0			99.0
South New Berlin	.7			99.3
Norwich	1.2		.2	98.6
South Otselic	.3	.2		99.5
Oxford	.8	( )	.2	99.0
Sherburne-Earlville	.6		( )	99.4
County total	.6	( )	( )	99.4

PERCENT DISTRIBUTION OF PUBLIC SCHOOL STUDENTS BY RACIAL/ETHNIC ORIGIN, 1970-71—Continued

School district	Negro	Spanish-surnamed Americans	American Indian and Oriental	Other
Clinton County:				
Keeseville (Ausable)	.7			99.3
Beekmantown	.8	( )	.2	99.0
Champlain (Northeastern Clinton)	.2	.1	.3	99.4
Chazy	.1			99.9
Dannemora			.7	99.3
Northern Adirondack			.3	99.7
Peru	7.6	.9	.5	91.0
Plattsburgh	1.6	.2	.2	98.0
Saranac				100.0
County total	2.2	.3	.2	97.3
Columbia County:				
Berkshire Farm Boys	18.1			81.9
Taconic Hills	.8			99.2
Germantown	3.0	.6		96.4
Chatham	2.3		.2	97.5
Hudson	9.6	( )	( )	90.4
Ichabod Crane	1.2		( )	98.8
New Lebanon	3.2			96.8
County total	4.3	( )	.1	95.6
Cortland County:				
Cincinnatus		.7		99.3
Cortland	.2	( )		99.8
McGraw	.3			99.7
Homer	.1		( )	99.9
Marathon				100.0
County total	.1	( )	( )	99.9
Delaware County:				
Andes	5.2			94.8
Downsville	.4		.2	99.4
Charlotte Valley	4.0	1.5		94.5
Delaware	.8	.5	1.3	97.4
Franklin	1.7			98.3
Hancock	.9	.2	.2	98.7
Margaretville	.5			99.5
Grand Gorge				100.0
Roxbury				100.0
Sidney	.3	.3	.2	99.2
Stamford		.6		99.4
South Kortright	.2		.9	98.9
Walton				100.0
County total	.7	.2	.2	98.9
Dutchess County:				
Beacon	18.9	6.5	.5	74.1
Dover Plains	6.0	.5	1.3	92.2
Hyde Park	3.7	.3	.3	95.7
Webutuck	1.9	.1	.3	97.7
Pawling	3.3	1.2	.2	95.3
Pine Plains	2.0	.9	.4	96.7
Poughkeepsie	33.8	.1	.2	65.9
Arlington	1.3	.3	.5	97.9
Spackenkill	2.2	.7	1.9	95.2
Red Hook	2.5	.4	.1	97.0
Rhinebeck	1.1	.4	.3	98.2
Wappingers Falls	1.8	.6	.6	97.0
Millbrook	9.4	.5	.3	89.8
Greer School	65.8		.9	33.3
County total	7.4	.9	.5	91.2
Erie County:				
Alden	.2	( )	( )	99.8
Williamsville	.4	( )	.4	99.2
Sweet Home	1.0	( )	.3	98.7
Eggertsville	1.6	.2	1.6	96.6
Snyder	1.0		.2	98.8
Amherst CHS	.2	0.3	.3	99.2
East Aurora	.1		( )	99.9
Buffalo	38.5	2.3	.8	58.4
Cheektowaga	( )		( )	100.0
Maryvale	( )		( )	100.0
Clevaland Hill	( )	( )	.1	99.9
Depew	.6	( )	( )	99.4

PERCENT DISTRIBUTION OF PUBLIC SCHOOL STUDENTS BY RACIAL/ETHNIC ORIGIN, 1970–71—Continued

School district	Negro	Spanish-surnamed Americans	American Indian and Oriental	Other
Sloan	.1			99.9
Clarence	.2		.1	99.7
Griffith Institute	.2	( )	.5	99.3
Eden	.3	.1	.2	99.4
Iroquois	( )		.3	99.7
Lake Shore	1.1	.5	.4	98.0
Grand Island	.6	.2	.4	98.8
Hamburg	.1	( )	.1	99.8
Frontier	( )	.5	.1	99.4
Holland	.5	( )	.2	99.3
Lackawanna	15.7	3.4	.1	80.8
Lancaster	.4	( )	( )	99.6
Akron	.6	( )	6.3	93.1
North Collins	.3	2.9	.7	96.1
Orchard Park	.4	( )	.1	99.5
Tonawanda	.1	.2	.2	99.5
Kenmore	.2	.1	.2	99.5
West Seneca	.2	.1	( )	99.7
County total	12.9	.9	.4	85.8
Essex County:				
Crown Point	.4			99.6
Elizabethtown				100.0
Keene				100.0
Minerva				100.0
Moriah	.3			99.7
Newcomb				100.0
Lake Placid	.3			99.7
Schroon Lake				100.0
Ticonderoga		.6		99.4
Westport	1.0	1.0		98.0
Willsboro				100.0
County total	.2	.2		99.6
Franklin County:				
Tupper Lake				100.0
Chateaugay				100.0
Salmon River			36.9	63.1
Saranac Lake	.2		.1	99.7
Malone				100.0
Brushton Moira				100.0
St. Regis Falls				100.0
County total	( )		6.1	93.9
Fulton County:				
Broadalbin		.4		99.6
Wheelerville				100.0
Gloversville	2.5		( )	97.5
Johnstown	.3	( )	.2	99.5
Mayfield	.5			99.5
Northville				100.0
Oppenheim Ephratah				100.0
Perth		.1		99.9
Stratford			.3	99.7
County total	1.0	( )	.1	98.9
Genesee County:				
Alexander	( )	( )	.4	99.6
Batavia	4.3	1.3	.7	93.7
Byron Bergen	.6	.4		99.0
Elba	5.9	.2	.1	93.8
Le Roy	3.2		.2	96.6
Oakfield Alabama	1.3	( )	( )	98.7
Pavilion	4.0		.5	95.5
Corfu E. Pembroke	.6		.8	98.6
County total	2.4	.4	.4	96.8
Greene County:				
Cairo	.1			99.9
Catskill	8.1	1.4	.2	90.3
Coxsackie Athens	3.0	.8	.3	95.9
Durham	.4	.4		99.2
Greenville	( )			100.0
Hunter Tannersville				100.0
Windham Ashland	.7			99.3
County total	3.2	.6	.1	96.1

PERCENT DISTRIBUTION OF PUBLIC SCHOOL STUDENTS BY RACIAL/ETHNIC ORIGIN, 1970-71—Continued

School district	Negro	Spanish-surnamed Americans	American Indian and Oriental	Other
Hamilton County:				
Piseco				100.0
Indian Lake	.5			99.5
Inlet				100.0
Lake Pleasant				100.0
Long Lake				100.0
Raquette Lake				100.0
Wells				100.0
County total	.2			99.8
Herkimer County:				
West Canada Valley	.2			99.8
Frankfort	.4		.1	99.5
Ilion		.2	.2	99.6
Mohawk	( )			100.0
Herkimer			.2	99.8
Little Falls		.1		99.9
Dolgeville				100.0
Poland				100.0
Owen D. Young	1.9			98.1
Town of Webb		1.1	.6	98.3
Mt. Markham	1.4			98.6
County total	.3	( )	.1	99.6
Jefferson County:				
South Jefferson	.3	.1	.1	99.5
Alexandria (Bay)				100.0
Indian River		( )	( )	100.0
General Brown		( )	.1	99.9
Thousand Islands	.3	.5	( )	99.2
Belleville				100.0
Henderson				100.0
Hounsfield				100.0
Lyme				100.0
La Fargeville				100.0
Watertown	.5	( )	.1	99.4
Carthage	.7	.2	.2	98.9
County total	.3	( )	.1	99.6
Lewis County:				
Copenhagen				100.0
Harrisville	.3		1.5	98.2
Lowville				100.0
South Lewis		.1		99.9
Beaver River	.2			99.8
County total	( )	( )	.1	99.9
Livingston County:				
Avon	2.1			97.9
Caledonia Mumford	6.0	.1	.1	93.8
Geneseo	1.2		.3	98.5
Livonia	.2		.6	99.2
Mount Morris	1.3	1.3	.1	97.3
Dansville	.5	( )		99.5
Keshequa				100.0
York	1.8		.2	98.0
County total	1.6	.1	.1	98.2
Madison County:				
Brookfield	1.0			99.0
Cazenovia	( )		( )	100.0
De Ruyter			2.3	97.7
Morrisville Eaton	1.4			98.6
Hamilton	.3	.1		99.6
Canastota	1.6	.4		98.0
Madison	.4			99.6
Oneida	.4	.1	( )	99.5
Stockbridge Valley	.4		1.1	98.5
Chittenango	.2	( )	.2	99.6
County total	.6	.1	.2	99.1

PERCENT DISTRIBUTION OF PUBLIC SCHOOL STUDENTS BY RACIAL/ETHNIC ORIGIN, 1970-71—Continued

School district	Negro	Spanish-surnamed Americans	American Indian and Oriental	Other
Monroe County:				
Brighton	2.6	.2	.5	96.7
Gates Chili	.5	( )	( )	99.5
Greece	.3	( )	( )	99.7
East Irondequoit	.3	( )	.1	99.6
Irondequoit	1.9		.2	97.9
Honeoye Falls				100.0
Spencerport	.7	.1	.2	99.0
Hilton	1.0		.4	98.6
Penfield	1.2	( )	.3	98.5
Fairport	( )	( )	.1	99.9
East Rochester	.1	.2	.1	99.6
Pittsford	2.4	.3	.2	97.1
Churchville Chili	.8			99.2
Rochester	33.2	4.1	.4	62.3
Rush Henrietta	2.6	.4	.3	96.7
Brockport	2.3	.4	.3	97.0
Webster	.4	.1	.3	99.2
Wheatland Chili	4.8			95.2
County total	11.2	1.4	.2	87.2
Montgomery County:				
Amsterdam	.7	5.2	.1	94.0
Canajoharie	.4			99.6
Fonda Fultonville	.6		( )	99.4
Fort Plain	.3		( )	99.7
St. Johnsville				100.0
County total	.5	2.6	.1	96.8
Nassau County:				
Glen Cove	11.0	6.5	.7	81.8
Hempstead	76.4	4.3	.6	18.7
Uniondale	14.7	1.1	.3	83.9
East Meadow	.7	1.2	.3	97.8
North Bellmore	.8	.3	.1	98.8
Levittown	( )	.8	.3	98.9
Seaford	( )	.4	.2	99.4
Bellmore	( )	.3	.1	99.6
Roosevelt	90.9	2.4	.1	6.6
Freeport	33.5	4.0	.2	62.3
Baldwin	.4	.2	.2	99.2
Oceanside	.2	.7	( )	99.1
Malvern	50.9	.7	.2	48.2
Valley Stream Hempstead 13	( )	.4	.6	99.0
Woodmere	.2	.5	.3	99.0
Lawrence	7.6	.7	.2	91.5
Elmont	5.5	1.7	.3	92.5
Franklin Square	( )	1.5	.2	98.3
Garden City	( )	.2	.3	99.5
East Rockaway	.3	1.6	.4	97.7
Lynbrook	1.3	1.2	.5	97.0
Rockville Centre	5.8	2.0	.4	91.8
Floral Park	.1	.7	.5	98.7
Wantagh	( )	.3	.3	99.4
Valley Stream Hempstead 24	.3	1.5	.7	97.5
Merrick	.2	.3	.2	99.3
Island Trees	( )	1.6	.3	98.1
West Hempstead	2.1	.8	.3	96.8
North Merrick	.3	( )	( )	99.7
Valley Stream Hempstead 30		1.0	.3	98.7
Island Park	2.9	5.0	.2	91.9
Valley Stream CHS	( )	( )	( )	100.0
Sewanhaka	1.2	1.0	.2	97.6
Mepham	.4	.5	.1	99.0
Long Beach	13.2	4.6	.3	81.9
Westbury	44.7	.8	.2	54.3
East Williston	.3	1.1	.4	98.2
Roslyn	4.7	.5	.3	94.5
Port Washington	2.1	1.4	.5	96.0
New Hyde Park	.6	.9	1.0	97.5
Manhasset	11.4	.5	.5	87.6
Great Neck	5.1	1.1	.6	93.2
Herricks	( )	.3	.6	99.1
Mineola	3.7	1.8	.3	94.2
Carle Place	.3	2.5	.7	96.5
Sea Cliff (North Shore)	.6	.7	.2	98.5
Syosset	.2	.2	.3	99.3

PERCENT DISTRIBUTION OF PUBLIC SCHOOL STUDENTS BY RACIAL/ETHNIC ORIGIN, 1970-71—Continued

School district	Negro	Spanish-surnamed Americans	American Indian and Oriental	Other
Locust Valley	1.6	1.1	.3	97.0
Plainview	.2	.1	.3	99.4
Oyster Bay	3.0	.5	.5	96.0
Jericho	1.7	.7	.6	97.0
Hicksville	.1	1.1	.4	98.4
Plainedge		.5	.1	99.4
Bethpage		.4	.3	99.3
Farmingdale	3.1	.7	.2	96.0
Massapequa	( )	.6	.1	99.3
County total	6.2	1.1	.3	92.4
New York City	34.5	25.7	1.5	38.3
Niagara County:				
Lewiston Porter	.2	.5	.8	98.5
Lockport	4.7	.6	.2	94.5
Newfane	2.1	.2	.9	96.8
Niagara Wheatfield	2.0	.2	6.4	91.4
Niagara Falls	17.8	.2	.8	81.2
North Tonawanda		.4	.2	99.4
Star Point		.2	.1	99.7
Royalton Hartland	1.2	.4	.6	97.8
Barker	7.4	.3	.6	91.7
Wilson	1.3		.3	98.4
County total	6.2	.3	1.1	91.9
Oneida County:				
Oriskany Falls				100.0
Adirondack	.2	( )		99.8
Camden	.5	.1		99.4
Woodgate				100.0
Clinton		.1	.2	99.7
New Hartford		.2	.1	99.7
New York Mills	.2			99.8
Chadwicks				100.0
Sauquoit Valley				100.0
Remsen	1.3			98.7
Rome	4.1	.5	.7	94.7
Waterville	.4	.1	( )	99.5
Sherrill	.3	.2	.2	99.3
Holland Patent	.3	( )	.1	99.6
Utica	12.7	1.4		85.9
Sylvan Beach				100.0
Westmoreland	.6			99.4
Oriskany				100.0
Whitesboro	.3	.1	.1	99.5
County total	4.1	.5	.2	95.2
Onondaga County:				
West Genesee	.3	.1	.1	99.5
North Syracuse	.9	.6	.2	98.3
East Syracuse	.2	.2	.1	99.5
Dewitt	.6	( )	.4	99.0
Jordan Elbridge	.3	.6	.1	99.0
Fabius	.3		.3	99.4
Westhill	.1			99.9
Solvay	( )		.2	99.8
La Fayette			21.4	78.6
Baldwinsville	.5	( )		99.5
Manlius	.2	( )	.1	99.7
Marcellus	.2			99.8
Onondaga	4.6		3.0	92.4
Liverpool	.5	( )	.2	99.3
Lyncourt	1.2			98.8
Skaneateles	.2			99.8
Syracuse	24.0	.4	.8	74.8
Tully			.4	99.6
County total	7.2	.2	.8	91.8

PERCENT DISTRIBUTION OF PUBLIC SCHOOL STUDENTS BY RACIAL/ETHNIC ORIGIN, 1970–71—Continued

School district	Negro	Spanish-surnamed Americans	American Indian and Oriental	Other
Ontario County:				
Canandaigua	.4	.3		99.3
Bloomfield	.3	1.0	.7	98.0
Geneva	10.4	1.5	.3	87.8
Marcus Whitman	1.8	1.5	.1	96.6
Red Jacket		.3	.6	90.0
Naples	.7	.9	.3	98.1
Phelps-Clifton Springs	.5		.1	99.4
Honeoye	.5	.1		99.4
Victor	.4		.2	99.4
County total	2.3	.7	.2	96.8
Orange County:				
Washingtonville	5.8	.6	.2	93.4
Chester	2.8	.5		96.7
Cornwall	.7	.8	.2	98.3
Pine Bush	1.6	.8		97.6
Goshen	6.0	1.0	.1	92.9
Highland Falls	14.7	2.8	( )	82.5
Middletown	7.4	3.1	.2	89.3
Minisink Valley	1.0	( )		99.0
Monroe Woodbury	.6	.3	.1	99.0
Montgomery	1.7	.5	.1	97.7
Otisville	19.8	2.0	1.0	77.2
Newburgh	24.1	3.5	.1	72.3
Port Jervis	2.4	1.8	.2	95.6
Tuxedo	2.8			97.2
Pilgrims Corners			5.7	94.3
Warwick Valley	5.5	1.9	.1	92.5
Greenwood Lake	3.1			96.9
S S Seward Institute	12.8	1.8		85.4
County total	9.1	1.8	.1	89.0
Orleans County:				
Albion	12.5	.1	.1	87.3
Kendall	11.5	.7		87.8
Holley	3.9	.1	.1	95.9
Medina	7.0	1.6	.3	91.1
Lyndonville	9.2	.4	1.3	89.1
County total	9.0	.7	.3	90.0
Oswego County:				
Altmar Parish	.1		.1	99.8
Fulton	.8	( )		99.2
Hannibal	1.7			98.3
Central Square	.2	.1	.1	99.6
Mexico	.4		.3	99.3
Oswego		.1	( )	99.9
Pulaski		.5		99.5
Sandy Creek				100.0
Phoenix	1.1	.2	.4	98.3
County total	.5	.1	.1	99.3
Otsego County:				
Gilbertsville	.5	.8		98.7
Cherry Valley		1.0	.8	98.2
Edmeston		.3		99.7
Laurens				100.0
Andrew S. Draper		1.7	.2	98.1
Milford				100.0
Morris	1.2	2.0	.5	96.3
Oneonta	.5	.1	.2	99.2
Unatego	.5	.1	.2	99.2
Cooperstown	.1	.1		99.8
Richfield Springs	.2		.9	98.9
Springfield				100.0
Worcester				100.0
County total	.3	.3	.2	99.2

PERCENT DISTRIBUTION OF PUBLIC SCHOOL STUDENTS BY RACIAL/ETHNIC ORIGIN, 1970-71—Continued

School district	Negro	Spanish-surnamed Americans	American Indian and Oriental	Other
Putnam County:				
Mahopac	( )	.3	.1	99.6
Carmel	.3	.8	( )	98.9
Haldane	.3	.2		99.5
Garrison				100.0
Putnam Valley	.3	.6	.6	98.5
Brewster	.2	.3		99.5
County total	.2	.5	.1	99.2
Rensselaer County:				
Berlin	.2		.4	99.4
George Washington				100.0
Brittonkill	.2			99.8
East Greenbush	.6	( )	( )	99.4
Hoosick Falls				100.0
Lansingburgh	2.2	.1	.1	97.6
Williams				100.0
Wyantskill		.1	.3	99.6
Rensselaer	5.4	.4	.1	94.1
Averill Park	.1	( )	.4	99.5
Hoosick Valley	.2			99.8
Schodack	.3	.5		99.2
Troy	12.1	.1	.3	87.5
County total	3.6	.1	.1	96.2
Rockland County:				
Clarkstown (New City)	1.2	.4	.2	98.2
Nanuet	1.6	1.6	.8	96.0
North Rock and	2.5	11.6	.1	85.8
South Orangetown	1.5	1.7	.4	96.4
Nyack	23.9	.7	.3	75.1
Pearl River	.1	.4	.2	99.3
Suffern	2.5	.4	.6	96.5
Spring Valley	9.4	1.0	.2	89.4
Lakeside	53.2	6.3		40.5
County total	5.4	2.2	.3	92.1
St. Lawrence County:				
St. Lawrence				100.0
Canton				100.0
Clifton Fine	( )			100.0
Colton Pierrepont				100.0
Edwards				100.0
Gouverneur				100.0
Hammond				100.0
Hermon Dekalb	.1	.3		99.6
Lisbon		.2		99.8
Madrid Waddington			.3	99.7
Massena	( )		1.6	98.4
Morristown				100.0
Norwood Norfolk				100.0
Ogdensburg				100.0
Heuvelton		.1		99.9
Parishville Hopkinton				100.0
Potsdam	.2		.7	99.1
Knox Memorial				100.0
County total	( )	( )	.3	99.7
Saratoga County:				
Burnt Hills	( )	( )	.2	99.8
Shenendehowa	.2	( )	( )	99.8
Corinth				100.0
Edinburg				100.0
Galway	.2	.4		99.4
Mechanicville	.3	( )		99.7
Ballston Spa	.4	.1		99.5
South Glen Falls	.3	( )	.2	99.5
Schuylerville	.4	.2		99.4
Saratoga Springs	4.9	.1	.1	94.9
Stillwater	.2	.6		99.2
Waterford			.2	99.8
County total	.9	( )	.1	99.0

PERCENT DISTRIBUTION OF PBULCI SCHOOL STUDENTS BY RACIAL/ETHNIC ORIGIN, 1970-71—Continued

School district	Negro	Spanish-surnamed Americans	American Indian and Oriental	Other
Schenectady County:				
Duanesburg	.7		.1	99.2
Scotia Glenville	.3		.1	99.6
Niskayuna	.5	.1	.2	99.2
Schalmont	.3		.1	99.6
Mohonasen	.5		.2	99.3
Draper	1.4			98.6
Schenectady	8.1	.2	.3	91.4
County total	3.7	.1	.2	96.0
Schoharie County:				
Cobleskill	1.0	.9	.1	98.0
Gilboa Conesville	1.8			98.2
Jefferson	.3			99.7
Middleburgh	.4			99.6
Richmondville	.6	.8		98.6
Schoharie	.1	.9		99.0
Sharon Springs		.2		99.8
County total	.6	.6	( )	98.8
Schuyler County:				
Odessa Montour	( )			100.0
Watkins Glen	.3	( )	.3	99.4
County total	.2	( )	.1	99.7
Seneca County:				
South Seneca	.3	1.0		98.7
Romulus	2.2	.6	.8	96.4
Seneca Falls	( )	( )	.2	99.8
Waterloo	.8	.3	( )	98.9
Border City	13.7	5.3	3.8	77.2
County total	.8	.5	.2	98.5
Steuben County:				
Addison	.2	.1		99.7
Avoca	6.6			93.4
Savona	.3	.2	.5	99.0
Haverling	1.0	( )		99.0
Bradford			.9	99.1
Campbell		.1	.3	99.6
Canisteo				100.0
Cohocton	5.9			94.1
Corning	1.1	( )		98.9
Greenwood				100.0
Hornell	.9	( )		99.1
Arkport	5.3			94.7
Jasper				100.0
Prattsburg	3.3	.9		95.8
Troupsburg				100.0
Hammondsport				100.0
Wayland	4.0	.2		95.8
County total	1.4	( )	.1	98.5
Suffolk County:				
Babylon	5.7	2.1	.1	92.1
West Babylon	3.3	.7	.1	95.9
North Babylon	3.0	.9	.2	95.9
Lindenhurst	.9	2.7	.2	96.2
Copiague	23.8	2.0		74.2
Amityville	43.2	.3	.2	56.3
Deer Park	4.8	1.8	.3	93.1
Wyandanch	93.1	3.0	.2	3.7
Three Village	1.0	.5	.5	98.0
Comsewogue	.9	1.9	.3	96.9
Harborfields	2.7	.2	.2	96.9
Bellport	27.3	3.6		69.1
Sachem	.3	2.5	.1	97.1
Port Jefferson	1.4	.7	.2	97.7
Mount Sinai	3.3	3.0		93.7
Miller Place	.2	3.3	.5	96.0

PERCENT DISTRIBUTION OF PUBLIC SCHOOL STUDENTS BY RACIAL/ETHNIC ORIGIN, 1970-71—Continued

School district	Negro	Spanish-surnamed Americans	American Indian and Oriental	Other
Rocky Point	2.5	1.7	.9	94.9
Shoreham	1.0	.4	1.5	97.1
Middle Country	1.2	1.9		96.9
Middle Island	22.9	1.6	( )	75.5
South Manor			1.8	98.2
Patchogue	1.5	5.3	.1	93.1
South Haven	11.0	1.4		87.6
Mastic Beach	1.7	1.6		96.7
Center Moriches	18.0	.4	3.4	78.2
East Moriches	8.5	2.0	1.0	88.5
East Hampton	10.7	.3	.2	88.8
Wainscott	14.3		9.5	76.2
Amagansett	3.9	1.1	1.7	94.3
Springs	.6			99.4
Sag Harbor	3.3	2.5	.3	93.9
Montauk	2.6	.4	1.5	95.2
Elwood	2.8	1.0		96.5
Cold Spring Harbor		.6	.5	98.9
Huntington	7.1	3.7	.3	88.9
Northport	.2	.8	.1	98.9
Half Hollow Hills	2.2	.5	.4	96.9
Commack	.3	.5	.2	99.0
South Huntington	4.6	.8	.3	94.3
Bay Shore	10.3	1.6	.3	87.8
Islip	.5	1.4	.2	97.9
East Islip		1.0	.1	98.9
Sayville	.5	.5		99.0
Bayport Blue Point	.3	1.2	( )	98.5
Hauppage	.2	.9	.1	98.8
Connetquot	.1	1.1		98.8
West Islip	( )	1.1		98.9
Brentwood	4.7	12.0	.2	83.1
Central Islip	11.7	7.9	.1	80.3
Ocean Beach				100.0
Wading River	.7	.7		98.6
Riverhead	29.9	.9	.3	68.9
Shelter Island	1.5			98.5
Smithtown	.3	.3	.1	99.3
Kings Park	.3	.4		99.3
Remsenburg	14.5			85.5
Westhampton Beach	13.2	1.1	.9	84.8
Quogue	56.4			43.6
Hampton Bays			.2	99.8
Southampton	21.7	.5	5.1	72.7
Bridgehampton	59.8	1.9	.8	37.5
Sagaponack	10.0			90.0
Eastport	5.7	.9	.3	93.1
Tuckahoe	22.3			77.7
East Quogue	.7	.3		99.0
Oysterponds	.7			99.3
Fishers Island	1.0	1.0		98.0
Southold	3.7	.2	( )	96.1
Peconic	17.1			82.9
Cutchogue	6.3			93.7
Mattituck	7.2	.2	.2	92.4
Greenport	24.4	1.9		73.7
Laurel	3.5			96.5
New Suffolk	3.5			96.5
County total	5.8	2.3	.2	91.7
Sullivan County:				
Jefferson Youngsville	.5	1.4		98.1
Delaware Valley	3.0		.1	96.9
Fallsburgh	24.5	4.3	.1	71.1
Eldred				100.0
Liberty	6.7	3.0	.8	89.5
Tri Valley	.1			99.9
Roscoe	.2			99.8
Livingston Manor	1.3	3.5		95.2
Monticello	16.0	2.7	.4	80.9
Narrowsburg	1.9			98.1
County total	9.2	2.2	.3	88.3

PERCENT DISTRIBUTION OF PUBLIC SCHOOL STUDENTS BY RACIAL/ETHNIC ORIGIN, 1970-71—Continued

School district	Negro	Spanish-surnamed Americans	American Indian and Oriental	Other
Tioga County:				
Waverly	1.1	0.2	.5	98.2
Candor	1.1	0.2		98.7
Newark Valley	.7			99.3
Owego-Apalachin	.9	( )	.2	98.9
Spencer Van Etten	.9			99.1
Tioga			.2	99.8
County total	.3	.3	.2	99.2
Tompkins County:				
Dryden	.4		( )	99.6
George Jr. Republic	19.4	1.1		79.5
Groton				100.0
Ithaca	5.0	0.4	.7	93.9
Lansing			( )	100.0
Newfield	1.1	0.2		98.7
Trumansburg	.4	( )	.2	99.4
County total	2.9	.2	.4	96.5
Ulster County:				
Kingston	6.3	.6	.3	92.8
Highland	3.4	.3	( )	96.3
Rondout Valley	2.6	1.0	.2	96.2
Marlborough	6.7	.7	.3	92.3
New Paltz	2.2	.3		97.5
Onteora	1.3	.8	.7	97.2
Saugerties	.7	.2	.2	98.9
Wallkill	1.8	12.3	.3	85.6
Ellenville	10.8	5.2	.8	83.2
County total	4.3	1.7	.3	93.7
Warren County:				
Bolton				100.0
Chestertown				100.0
Pottersville				100.0
Glens Falls	1.3	( )	.1	98.6
Hague			1.4	98.6
Horicon				100.0
Johnsburg	.3		.1	99.6
Lake George	.2	.4		99.4
Hadley Luzerne	( )			100.0
Queensbury	.2	( )	.1	99.7
Abraham Wing	1.1	1.1		97.8
Warrensburg				100.0
County total	.5	( )	.1	99.4
Washington County:				
Argyle		.1	.1	99.8
Fort Ann				100.0
Fort Edward				100.0
Granville				100.0
Greenwich		.1		99.9
Hartford				100.0
Hudson Falls	.3	( )		99.7
Putnam				100.0
Salem		.6		99.4
Cambridge	( )		.8	99.2
Whitehall		.1		99.9
County total	( )	.1	.1	99.8
Wayne County:				
Newark	1.0	1.9	.2	96.9
Clyde	4.3	.1	.4	95.2
Lyons	6.4	1.4	( )	92.2
Marion	2.1	.2		97.7
Wayne	3.6			96.4
Palmyra	.2	.1	( )	99.7
Sodus	19.1	( )	( )	80.9
Williamson	18.1	.3	.7	80.9
North Rose-Wolcott	13.2	.2		86.6
Red Creek	4.6			95.4
County total	7.1	.5	.1	92.3

PERCENT DISTRIBUTION OF PUBLIC SCHOOL STUDENTS BY RACIAL/ETHNIC ORIGIN, 1970-71—Continued

School district	Negro	Spanish-surnamed Americans	American Indian and Oriental	Other
Westchester County:				
Katonah Lewisboro	1.8	.1	.2	97.9
Mount Kisco	5.7	.7	.2	93.4
Croton Harmon	1.5	.2	.4	97.9
Hendrick Hudson	1.7	.6	.3	97.4
Eastchester		.6	.5	98.9
Tuckahoe	22.4	1.8	.7	75.1
Bronxville	.2	.7	.2	98.9
Tarrytown	8.8	10.7	.6	79.9
Irvington	1.1	.2	.4	98.3
Dobbs Ferry	2.7	.1	1.7	95.5
Hastings on Hudson	2.4	.5	.8	96.3
Ardsley	1.7	.5	.7	97.1
Edgemont	.6	.5	2.3	96.6
Greenburgh	33.0	.4	.8	65.8
Elmsford	27.5	1.0	.4	71.1
Graham Home for Children	77.2	12.7		10.1
Echo Hills	48.2	15.7		36.1
Harrison	.2	.7		99.1
St. Christopher's	61.4	5.7	2.9	30.0
Mamaroneck	4.2	1.2	.5	94.1
Mount Pleasant	.8	.6		98.6
Pocantico Hills	3.6	.2	1.4	94.8
Hawthorne Knolls	15.2	2.3	.3	82.2
Cottage	13.6	6.5		79.9
Valhalla	10.4	.3	.5	88.8
Pleasantville	.7	.6	.1	98.6
Mount Vernon	56.3	2.2	.5	41.0
Chappaqua	.4	(*)	.3	99.3
New Rochelle	22.3	1.5	1.2	75.0
Byram Hills	.4			99.6
North Salem	.6		.6	98.8
Ossining	16.2	2.4	.1	81.3
Briarcliff Manor	.2		.2	99.6
Peekskill	27.1	4.6	.1	68.2
Pelham	2.7	.3	.7	96.3
Rye	2.8	1.0	.4	95.8
Rye Neck	3.0	.9	.4	95.7
Port Chester	23.4	6.4	.4	69.8
Ridge Street	.7	.6	.9	97.8
Scarsdale	1.0	.4	.4	98.2
Somers	.7	.4	.5	98.4
White Plains	20.3	2.9	.4	76.4
Yonkers	13.5	4.8	.6	81.1
Lakeland	2.1	.5		97.4
Yorktown Heights	1.4	.8	.8	97.0
Wiltwyck	76.4	17.3		6.3
County total	13.1	2.1	.5	84.3
Wyoming County:				
Attica	.2			99.8
Letchworth	7.5			92.5
Wyoming			.2	99.8
Perry	.2		.2	99.6
Warsaw	.6			99.4
County total	2.0			98.0
Yates County:				
Penn Yan	1.0	.5		98.5
Dundee	.8	.2		99.0
County total	.9	.4		98.7

Dr. NYQUIST. We take a racial/ethnic census every year.

Mr. BADILLO. How many areas would you say there are now in New York State where there exists racial isolation, where there is a preponderance of black and Puerto Rican children?

Dr. NYQUIST. We have six large cities in the State of New York. As I said, Rochester is going to be integrated on a citywide, or metropolitan area basis. I think you have some integration and still some isolation in Buffalo. I don't think you have integration in Syracuse yet.

In Albany, you have some segregation, but they are working on it there. Of course, you have New York City.

Mr. Badillo. Do you think that isolation is increasing, or decreasing?

Dr. Nyquist. It has increased.

Mr. Badillo. Do you think it will continue to increase?

Dr. Nyquist. Yes. Unless we do something about it.

Mr. Badillo. Do you think that racial isolation can be reduced on a voluntary basis?

Dr. Nyquist. No; not all together.

Mr. Badillo. If that is the case, then how can you support the bills that are before you which propose that it be done on a voluntary basis?

Dr. Nyquist. I think probably I was thinking about the situation in the State of New York, which is different from some other States, where the commissioner of education has judicial authority in these areas. I can give you an answer that is not facetious. I told you, I did not have your bill before me when I made my remarks.

Mr. Badillo. No. I am just trying to get your opinion.

Dr. Nyquist. I like your bill.

Mr. Badillo. Let me put it this way.

Do you think that you have the authority to do in New York State what my bill proposes, assuming no Federal act at this time——

Dr. Nyquist. I would have to study your bill. I got it just a few minutes before this hearing began, and I rifled through it. I am not sure that I could do all of the things that you have there.

I am not sure that I can give you a complete "Yes," that I would have the authority to do everything in there. I would have to hold up on that.

Mr. Badillo. Don't you feel that under the other bills that you're referring to that provide for voluntary action, that it is not likely that racial isolation will be ended?

Dr. Nyquist. Not likely, and it would be slow, much slower.

Mr. Badillo. Thank you.

Mr. Pucinski. Commissioner, on page 6 of your statement you say that the commissioner of education has judicial authority in matters pertaining to education and he can order a school district to desegregate.

In the wake of your enthusiasm for massive busing and all the other things that you have discussed here this morning, why are there segregated schools in the State of New York?

You have the authority now as the commissioner of education to desegregate.

Dr. Nyquist. I can answer in two or three respects.

In the past, that judicial authority has been exercised only by appeal from an aggrieved citizen or group of citizens in the State. The NAACP, for instance, would bring an appeal to the commissioner of education. That is the only way that authority has been exercised.

Secondly, I am sure you are aware that a couple of years ago the legislature passed a so-called antibusing bill, which was copied throughout the United States, especially in the South, which took away the power of the commissioner of education to order desegregation. That, as you undoubtedly know, has been declared unconstitutional. It was clearly racial classification legislation. That State law has just been declared unconstitutional. That brings you right up to the present time.

Mr. Pucinski. In the bill passed by the Senate, S. 1557, section 8 provides a 15-percent set-aside of whatever money is appropriated for programs on a metropolitan basis, and they point out that a program minority group isolation should be eliminated to the maximum extent possible in the standard metropolitan statistical area, which shall provide no later than July 1, 1983, the percentage of the minority group children enrolled in every school in the SMSA shall be as it states there.

What this means is that if in the New York metropolitan area there were a 30-percent population of minority children, then each school in the metropolitan area would have to have 30-percent minority children in order to achieve this.

I gather what the authors of this bill meant was that children from the suburbs would be bused into the inner city, and children from the inner city would be bused into the outer areas.

Now, under the laws that you now have as commissioner of education, for ordering desegregation, if the Senate bill were passed and this $150 million were set up for this purpose. could you as the commissioner of education in the State of New York order this kind of metropolitanwide integration?

Dr. Nyquist. No.

Mr. Pucinski. You could not?

Dr. Nyquist. No.

Mr. Pucinski. Isn't this really the crux of the problem? All of this legislation deals with districts, just as housing, for instance, deals with municipal corporations.

But isn't the real answer to all of this the fanning out of minority groups into broader areas than the immediate limitation of a school district?

For instance, in New York City, how do you propose to integrate this city when a majority of your students are either black or Spanish-speaking, both members of minority groups?

I am wondering, if this legislation is passed, whether you would ask your State legislature to broaden your authority to give you the mandatory powers that you now have for ordering desegregation of a school district on a metropolitan basis, particularly since you are so strong on this whole business of busing and——

Dr. Nyquist. It is not likely to be given.

Mr. Pucinski. Would you have for—would you have asked for such authority?

Dr. Nyquist. As I pointed out, they took away the powers of the commissioner of education to do what he could do before. They are not likely to give the commissioner of education power to do it on a metropolitan basis.

Mr. Pucinski. If we were to pass the Senate version, would you ask for this type of authority, to achieve what you have stated here, what you have stated on a number of occasions, the kind of balance you think we ought to have?

Dr. Nyquist. I would have to think about that in terms of its feasibility and practicability and necessity. There are the powers of persuasion and research experiments.

Mr. Pucinski. OK. One final question, Commissioner, the question of violence in the schools. Do you have any particular recommendations to our committee about how we could deal with that problem?

We are disturbed about the mounting mayhem that is occurring in the schools of this country at the secondary level. I was wondering if you have any suggestions to the committee.

Dr. Nyquist. I think there are both long-term and short-term solutions. Part of the answer is educational reform certainly.

That is a long-term one. Kids, if they really like their reformed schools, and do not view them as authoritative figures, would help to lessen the tensions that you are talking about.

Second, one of the things we try to do in the State of New York and successfully in some areas, particularly in New York City, is the creation of community education centers. They are under the direction of the people from the community and are directed toward that community's particular educational requirements. They form a kind of a bridge between the school and the community. I think that is another answer.

One of the good things, I think, that title I has done is to foster the employment of paraprofessional people. When you get parents into the schools, it is another bridge between the community and the schools, and a way of bridging or helping to bridge, the differences between the races.

Short term, I think on page 19 of my testimony, there are some other suggestions. Train crisis teams of students, community representatives and teachers who can move into a situation fast where there is trouble.

Another one is rumor control centers, places where a student can get reliable information about what is going on. Another is security guards. Another is the identification of factors in troublesome situations and training school personnel to recognize these factors before trouble occurs.

Then there is the problem of the disruptive child. I don't think we should throw caution to the winds and seek solution by immediately removing them into special programs.

I think we have to take a hard look at what this means. Our educational credo up to now is that you have to educate everybody. There are some disruptive children that cannot and should not be absorbed into special programs. And many special programs need change.

Mr. Pucinski. One final question, because the Senate does proceed so broadly with the metropolitan area projects, do you believe it is desirable to integrate the youngsters between the urban area and the suburbs?

Or do you think that you can get and achieve in a large urban area of the country integration within the urban area itself?

Dr. Nyquist. I think it is possible in some large communities to achieve integration. In some it is not possible, without the suburban areas. We would have to have the cooperation of the suburban areas.

Mr. Pucinski. If the House were to accept the Senate version and make the funds available for metropolitan wide integration programs, would you believe that the House ought to make this fund available then so that a city like New York could move its youngsters into the suburbs, these suburban youngsters, into the city?

Dr. Nyquist. As part of the program, yes.

Mr. Pucinski. You do believe that perhaps one answer here is a broader base for integration of youngsters including the suburbs, rather than trying to confine it within the district itself.

Dr. Nyquist. I would do both. It is not one or the other, if that is what you are asking. School and classroom integration is important.

Mr. Pucinski. This section 3 of the Senate bill would be of some benefit, I take it, to a city like New York where obviously you cannot achieve integration within the city?

Dr. Nyquist. It would be of benefit to every city.

The city of Rochester is integrating its schools and they have a lot of integration in the white suburbs around there, too.

Mr. Pucinski. One of the problems we have in Southern schools, and I don't know whether it is happening here or not, but I should ask you this: One of the problems we are having in the South, they integrate schools, but segregate within the school.

They have different bell systems.

Dr. Nyquist. I said in my testimony I thought some account had to be taken of classroom balance in any legislation.

Mr. Pucinski. To prohibit segregation within the school.

Dr. Nyquist. That is right.

Mr. Pucinski. Any questions?

Thank you very much.

Mr. Biaggi. One question. In connection with the destructive child. In view of the proliferation of this problem in the educational system in New York, I would like your appraisal of the establishment of a minischool to deal with the disruptive child.

What we find, really, is that they disrupt the class, they are suspended and return and continue with their disruptive practices.

Dr. Nyquist. We have experimented in New York City with special schools, minischools, and bilingual education. They are possibilities.

Mr. Biaggi. I am not talking about bilingual. That is one problem. I don't put a student with a bilingual problem in the same category as one with a disruptive problem.

Dr. Nyquist. I am trying to point out that we have had experience with another aspect of the problem of the disruptive child—why he is motivated to be disruptive.

Mr. Biaggi. I did not understand your answer. What is your appraisal of the situation for the disruptive child?

Dr. Nyquist. I think that is one option. What I said is I think there should be caution in just setting up procedures whereby, every time a kid is troublesome, to ease him right out of the school, or to isolate or classify him.

At the same time I am sure there is a group, a hard core, that probably has to be dealt with in special types of programs.

Mr. Biaggi. At one time we had them in New York, and they were dismantled. Frankly I share your view. I don't think we should just get these students and ease them out of the educational system.

But on the other hand, they should be in a position whereby they do not jeopardize the educational system.

Dr. Nyquist. Some wag called those schools the "piece de resistance".

Mr. Pucinski. You talked about the various bills here and you talked about the partnership in education act and you talked about the President's revenue sharing.

Would you, as a chief school officer of one of the largest school systems in the country, if not the largest——

Dr. Nyquist. The best, anyway.

Mr. Pucinski. Would you recommend to the committee, or would you have a preference as to whether we ought to move just on one bill dealing specifically with the problem of desegregation or would you rather have us move with a broad bill of general aid and include in that bill a title designed to deal with the problems of desegregation?

In other words——

Dr. Nyquist. Is there a distinction there without a difference? I think we have to do both.

Mr. Pucinski. That is what I am trying to find out from you. We have S. 1557 before the committee now, and that deals only with the problem of desegregation, just as title I, for instance, deals only with the problem of compensatory education, just as the bilingual program deals only with providing assistance to bilingual education.

But I am under the impression that the real problem across this country is operating funds. So what I would like to know from you is if you had a choice between only moving on, let's say, S. 1557 dealing specifically with desegregation, or moving with a general aid bill which would have a title dealing with desegregation, but which would provide the kind of operating funds that these schools need to stay open, because obviously it makes no sense to provide help for desegregation if you can't open your schools in September.

Dr. Nyquist. Putting them together. Aren't you doing both anyway?

Mr. Pucinski. No; we are not. Right now we have a separate bill. for instance, the administration is pushing very hard on a desegregation bill, an emergency desegregation bill.

Then they are moving off here on a revenue sharing bill; we can't know when we are going to get around to the revenue sharing.

Dr. Nyquist. I don't, either.

Mr. Pucinski. The question I am asking you, you, as the chief administrator of a large school system, do you think our committee ought to treat this as a package and move it as a package so that you would have both operating assistance and assistance for desegregation?

Dr. Nyquist. It sounds like a reasonable approach. That is a little guarded. I would have to think about the consequences of combining both together. Whether that would lead to more delay or not in getting some action, I don't know. That is the only reservation I think I would have.

I have a brief story, if I can say it, about a fellow who went to the undertaker to assist in burial preparations for the mother-in-law.

The undertaker asked him, "should we cremate her or embalm her?" And the guy says, "Do both, take no chances."

Mr. Pucinski. Thank you very much, Dr. Nyquist. We are very grateful to you, and you certainly have been extremely helpful to us in putting some of these problems into sharper perspective.

Dr. Nyquist. Thank you for the opportunity.

Mr. Pucinski. Our next witness is Mrs. Blanche Lewis, president of the United Parents Association.

Could we also ask to join in the panel at this time Mr. Felton Lewis and Mr. Alfredo Matthew, community superintendent of School District No. 3?

I think that perhaps we can move a little faster if we ask you to sit together.

STATEMENT OF MRS. BLANCHE LEWIS, PRESIDENT, UNITED PARENTS ASSOCIATION, NEW YORK CITY

Mrs. Lewis. Thank you.

The United Parents Associations of New York City, now celebrating its 50th anniversary year, is the largest and only city-wide federation of parents and parent-teacher associations in the city. Our membership represents a cross section of parents in New York City including all ethnic and religious groups and economic levels.

I want to thank you for giving me the opportunity to appear here today as the representative of these parents, to share with you their concerns about the education of their children, and the daily frustrations they encounter as they fight the battle for the survival of public education. I am submitting some UPA material which goes into greater detail.

The parents of children in the public schools are becoming increasingly impatient and disillusioned by the ease with which commitments to public education are verbalized while the children are short changed.

Parents have been promised quality integrated education for their children but what kind of quality and integration can be achieved when school budgets are cut, when housing patterns continue to promote segregation and when educational results are so poor.

Financial problems, zoning disputes, drug abuse, violence in our schools and a parade of administrative conflicts dominate the educational scene. Thus narcotics control, security guards and other similar needs dominate priorities, leaving too little money and too little time to do very much about the much discussed and still unsolved problems of improving the effectiveness of education.

Existing research stresses the importance of parent involvement from pre-kindergarten on up. And still in New York City, in all of the ESEA title projects. There is no program of real parent involvement which is functioning in such a way that the parents are able to reinforce the efforts of the school and motivate their children.

Busy work, sewing circles, demonstrations are not what we mean by parent involvement. UPA's 50 years of experience have shown that for parent involvement to have meaning parents must know about school policy, curriculum, professional accountability and fiscal accountability. The common sense and ability of parents to come to grips with school problems must not be underestimated. I want to stress this. I am going to say it very slowly. Few professionals are going to change old ways and old attitudes without a prod from parents.

UPA has been a witness to the profusion of board of education plans for improved education and integration in our city. We have spoken out time and time again against the shabby implementation and sabotage of these plans, plans that were doomed to failure because the groundwork was never laid for parent and professional understanding, plans that always posed a threat to one group or another mainly because they were never formulated with those who would be involved.

One example of this was the open enrollment program which was accepted, though approached fearfully, by the white community. The fears soon grew into open mistrust. The constant sabotage of the program by the professional staff and the lack of supplies, the lack of an educational program and lack of services helped to undercut the program.

The human relations division of the board of education was a joke and a mockery. And so the chickens came home to roost and we had sides ready to be appealed by to racism and bigotry.

The promise of integration slipped further and further away, accelerated by the exodus of white families to the suburbs, the increasing transfer of white children into private and parochial schools and the expanding frontiers of the ghetto community.

The promise of quality and equality of educational opportunity has never been realized in this city.

It would be far too easy to dwell on the mistakes of the past but this would not be profitable. The important thing is to work toward better understanding and action for the future. The challenge of today is to enact change and not simply to react. If we are to wipe out the ignorance, poverty, and violence that are undermining the schools then we must begin to refocus on the classrooms and bring parents into a real partnership in the schools.

I believe the only hope in New York City is to focus on the classroom. If we are going to provide viable integration—in New York City, what we have to do is stop segregation. I don't think you can promote viable integration within the city limits, but you can stop segregation in the city, and you can stop it by making this system so dynamic, so attractive, and most of all, so effective that parents, white parents, black parents, Puerto Rican parents, will stop running away from the public schools of the urban areas.

Some of the things that are wrong, are very, very shocking. The Board of Education of New York City, we have been told, is the 12th largest corporation in the Nation. We spend less than 1 percent of our budget for research and development. There is no enterprise that I know of that involves so many people and so much money and does so little to find out about itself, the nature of its students, the effectiveness of its program, and the quality of its finished product.

In a system as large as ours, there is no master plan, no design for the development of goals and objectives. What we have is a piecemeal, poorly financed educational system.

If our schools are to be improved, reform must be brought into the classroom. There must be adequate fiscal support and accountability. We must have schools on single sessions. Overcrowding must end. Obsolete buildings must be replaced. Every parent can tell you what has to happen if we are to bring reform into the classroom. First of all, we need accountability, and we need active fiscal support. We have never gotten the kind of money we need to produce a quality, integrated education program.

We have never had accountability of the dollars we spend. You pour millions of dollars into New York City and ESEA title I funds. Those programs are a joke, a big joke. You are wasting your money.

Have you read the evaluations?

They are a mockery.

We can tell you what we need. We need schools on single sessions. Our overcrowding problems must end. If you are concerned about violence in our schools, come to a school that has 6,000 kids in it that are jammed into a lunchroom, and see where violence breaks out.

We have to end that overcrowding.

Our obsolete buildings must be replaced. You cannot learn and live in the stench of some of the old and decayed buildings we have in this city.

We don't even have modern and up to date materials in our schools. We still have kids who are sharing textbooks. We don't have enough textbooks that are examples of the urban scene, so that black and Puerto Rican children look at blond, blue eyed kids; but the first thing they cut from the budget is materials; "get along on what you have."

Modern and up to date materials must be used. With the explosion of knowledge, the increased technology and the new demands placed on schools, change must take place within the classroom.

The teacher, aware that she cannot know everything, must feel secure enough to expose children to those who do have expertise in special areas.

Children are increasingly exposed to more exciting stimuli outside of school than in school. We must give up the theory of the classroom with immovable walls. We must bring the world into the classroom and take the class out into the world. We must make use of the talents of other professionals, of parents and community leaders who can enrich the educational programs and stimulate learning.

I know a school in New York City where the father of a child who is the conductor of one of the largest orchestras in this Nation offered to come and talk to the kids about music, and his letter sat on the principal's desk for over a year before it was even answered.

Such a talent was wasted. Even the cop on the corner whose kid is in the school would be willing to come in and talk about the police, and he would be a rich learning experience for our children.

Teachers and supervisors must be given the help they need to perform adequately. We are afraid to tell our teachers that they must learn more than they know. The word "mandate" is the dirtiest word around New York City.

It is not sufficient simply to encourage staff to attend human relations in-service or college courses. What is involved is not a mere transmission of information, but changes in attitudes and rethinking of some traditional practices. The nature of this training must call on all the modern techniques known about the dynamics of attitude changes and the learning process.

I invite you to come to a human relations course in the New York City school system. You would be bored within 5 minutes.

But, and I am going to stress this and say it, none of these things are worth a damn, none of the improvements are worth a damn unless there is acceptance of the fact and the genuine belief that every child in every classroom can, will, and must learn.

We have lost too many years in trying to apply superficial remedies to a deep-seated disorder.

There are self-styled critics who say that public education has run its course, who say reform can only be accomplished by tearing down the public schools and substituting competing or alternate systems outside the public schools.

The proposal to subsidize payments to parents for the cost of education are built on faulty reasoning. The disadvantaged family, unaware and unable to make choices, will once again be victimized while the sophisticated proponent of nonpublic education gets a free ride at public expense.

Panaceas will not be found in alternatives outside the public education system. The alternatives will and must be provided within the public schools.

Public education is much, much more than a powerful symbol. It represents our aspirations to have a common meeting ground for children of all races, religions, and classes. Where there is no strong public education—where there is no opportunity to know and single out and mingle with others of different creeds and colors, racial and religious tensions flourish and divide.

The supporters of public education are continuously faced with a well organized and subsidized campaign to frighten the public and pressure the political leaders to divert public funds to subsidize nonpublic education.

A few years ago it was "we ask only fairness," transportation, lunches, health, guidance, and supportive services. Today the nonpublic school forces are asking for parity, the direct underwriting of the cost of so-called secular education conducted on religious premises. The demand is no longer for peripheral aid.

The parochial schools, it is threatened, can no longer keep their doors open without direct funding, public funding, and an equal share of the education dollar.

How ironic that since the Suprme Court decision in 1954 which ruled that separate but equal education was illegal and damaging to the black child and to democracy, every effort at desegregating the public schools has been accompanied by the growth of nonpublic schools. This, combined with the flight of the middle class to the suburbs, has resulted in more and more segregated urban public education.

Private and parochial schools may have a place in American education and a free society. But they have no call on the public purse for support. The parity they are now demanding means the destruction of the public schools and the end of any attempt at integration.

The legislation sent to us for consideration is a recognition of the problems and the needs of the urban public schools. The differences between the Senate and the House versions of the Emergency School Aid Act are not irreconcilable.

It appears that to us on our very brief examination, the Senate act is the stronger of the two bills. I guess that is not very polite to say to a House committee. It allows greater flexibility in planning and is more positive in its approach to integration.

We would urge that the differences be resolved immediately so that action can be taken to make the law effective for September 1971 and planning can begin.

We would urge that the sections relating to parent involvement be strengthened to insure that parent activity will be independent and free of professional domination.

It is important that parents determine their own directions and make their own decisions. This does not imply or foster a lack of cooperation with the school. On the contrary, it builds a relationship of mutual respect with them which puts into proper focus the role of the parent public in relation to the professional staff.

The provisions for funding nonprofit organizations outside of the local educational agency is welcome. We hope it will be strengthened to allow direct application by agencies such as the United Parents Associations.

Let me conclude, and I am sorry I have not been briefer, that the bills under consideration could offer renewed hope to many parents. Parents who, I must confess, no longer really believe.

I urge you to act quickly to restore their confidence. Thank you.

Mr. PUCINSKI. Thank you very much, Mrs. Lewis. I am very much interested in your statement about the comparison of the two bills and we certainly are going to try to see if we can't reconcile those differences.

Mr. VEYSEY. Mr. Chairman, if I may very quickly. I think you have delivered a very forceful message to us, Mrs. Lewis. Your concept that every child in every classroom can and will and must learn, I think, lays out a very important challenge and it is not happening here today.

I think you have made that pretty clear. I hope you can, somehow, start a move toward defining goals and objectives that will bring that about and establishing accountability within your school system here.

I don't know how to tell you to do it.

Mrs. LEWIS. We are starting to do it. There is a committee on accountability which is developing a design, and it will be done citywide. It is in the beginning, and I hope it moves more quickly than many things in New York City.

Mr. VEYSEY. I hope you deliver your message loud and clear to the school establishment.

Mr. MATTHEW. They are in the back of the room.

Mrs. LEWIS. We are very satisfied with our relationship and I think I can say that our chancellor does try to deliver.

If you would allow me a moment, I would like to relate to your last question, Congressman Biaggi, on violence in our schools, because this is a very real problem for parents who send their children to the public schools.

There are many surface things that we could bring our attention to.

I know we don't have enough money to hire security guards, and they are important, but they are not the answer. You can place 10 security guards in every school and it is not going to help. Again, I want to stress that our overcrowding is a tremendous problem.

Our lack of imagination in the use of space—the old concept of constructing schools which house 4,000 and 5,000 children which just makes for violence in these times of great social stress is another problem.

One problem we haven't talked about that I feel compelled to mention, is: How many of you have studied the increase of violence in the schools and in any way correlated it with the contractual agreements we continue to sign with the teacher unions?

You know, the contract does not allow for teacher patrol, and I think if you would go back to the time when teachers sat out in the hallway during their free period, or when teachers stood outside the door of their room between class periods when students moved from one room to another you would have recognized that we had greater control and discipline in our schools.

I think that that is very important, and I hope that when the chancellor negotiates the new contract he remembers this, because it is a most important consideration.

We have never dealt with the disruptive child and his problem. The way we handle the disruptive child in the New York City school system is to send him to sit on the principal's bench, which is very often a reward for most kids, from the lack of imagination that goes on in the classroom.

We should have in every school, and I think it is your responsibility too, so that we could have in every school, a place, a removal room, for a lack of a better word, where children who are troubled could be taken away from the normal classroom environment, where they would use audiovisual material, programed instruction, where they would have a trained and sympathetic person to whom they could just talk for a few minutes. Disruptive children should not be relegated to the streets for a 5-day, or now even a 10-day suspension, because that is not answering the problem.

When you do consider legislation, bear in mind how desperately we need money. If there is not any legislation pending, then propose it and get it out. We need greater effectiveness for the dollars you give us, and you have the responsibility to see that that comes about, but we need the money as well.

Mr. PUCINSKI. Thank you, Mrs. Lewis. We appreciate your statement. Dr. Lewis, do you have a prepared statement?

STATEMENT OF DR. FELTON LEWIS, DEPUTY SUPERINTENDENT, SCHOOL DISTRICT 12, BRONX, N.Y.

Dr. LEWIS. No; due to the lateness of the hour I got the call, which was yesterday, I do not. I will prepare something.

I feel the major issues are the problems of distinguishing form from substance, the ideal from the real, priorities and objectives, and lastly, the best methodology to achieve these objectives.

Where desegregation and integration are beautiful ideals, the fact is that we live in an increasingly highly segregated society. We have the situation in spite of the multitude of corrective laws, which I consider to be——

Mr. PUCINSKI. Excuse me 1 second, Dr. Lewis. We are pleased to have Dr. Scribner join this distinguished panel of school superintendents here.

I am sure you all know each other. We are very happy to have all of you here. Proceed, Doctor.

Dr. LEWIS. Whereas desegregation and integration are beautiful ideals, the fact is that we live in an increasingly highly segregated society. We have this situation in spite of a multitude of corrective laws, which have rarely, if ever, been enforced.

It is ironic that we, a nation supposedly based on law, are sponsoring laws which weaken that base. Since 1954, segregated educational facilities and opportunities are illegal. Yet bills are constantly being proposed to pay people not to break the law.

All moneys that are geared to the inducement of compliance with the law rather than to facilitate compliance with the law, fall into that category.

Hence, our priorities and methodology should be reexamined. It seems also that a disproportionate sum of the money goes to the Southern States in order to induce them to eliminate the segregation problem.

Even if this problem is eliminated, what is likely to happen is that both the North and the South will continue to have de facto segregation and the major problems of education will not be touched.

In addition, great problems are located in the inner cities in the country.

These are caused by poverty, poor housing, lack of recreational means, the lack of success models, bicultural and bilingual gaps, making it difficult to communicate. Overcrowding schools, partial and/or high rates of instruction, high rates of teacher mobility, and we can go on and on and on.

Communities differ in many ways. Some differences are the levels of aspirations, the social values, customs and mores, the lack of mutual understanding, and acceptance and respect.

Given this situation we perhaps should focus on quality education as a No. 1 objective. This would not only enable us to tackle the substance of the problem, but would also permit us to maximize the effectiveness of dollar costs. The same situation would not prevail if you focused primarily on desegregation and/or integration.

We have expended huge sums of money to bring about integration and yet the situation has grown progressively worse, and it has worsened in my opinion because we have attacked only the form and not the substance.

For example, integrated schools and integrated education are two different things. We can have an integrated school with a multiracial staff and a multiethnic student body and yet have a segregated curriculum.

In addition, there is a need to integrate the school in the community. The school may be integrated with this multiracial staff and student body and yet be completely separated.

I feel that in addition that in most cases, for instance, where students—where Afro-American students or persons of hispanic origin reside, the school is viewed as a bastion of some foreign power, staffed by alien and nonindigenous personnel.

These are two areas that I think this committee should consider, and probably recommend special funds be set aside for the resolution of these problems.

The focus in my estimation should be on quality education as a short range, yet on-going achievable goal. The total integration can be a long-range goal, but what we need is a total approach to education.

The educational system needs to be completely revised and restructured and organized. The philosophy must take into consideration all of the environmental factors that affect the educational processes.

The major objective must be organization, training, and education of the total community and we have gone into this. Commissioner Nyquist referred to the community education centers.

We have one in district 12. It is touching all parts of the community. The unfortunate part is that now that we are on the road to success, it is being phased out.

Mr. Pucinski. Why is that?

Dr. Lewis. No more money.

Mr. Pucinski. How are you funding the program?

Dr. Lewis. We are funding through State funds, State urban aid to education. Three years ago we were told it would be phased out, but in steps. Two weeks ago we were told—this is the second year of phasing out.

Mr. Pucinski. Why can't you get title III money for that?

Dr. Lewis. Because title III is competitive, and we have difficulty. All the districts and communities throughout the Nation are competing for title III, and there are insufficient funds.

Secondly, I think it is necessary to have money earmarked rather than general aid, because general aid money usually gets lost.

You don't attack any problems. You are using a shotgun approach when you should be using a rifle approach to a specific problem.

In our CEC we have been able to attack a host of problems related to our community. Our family living and sex education program has been totally wiped out. Our high school equivalency program has been wiped out.

A reorganization program that we had at Junior High School 98 due to the lack of funds will be wiped out. The support program for new and inexperienced teachers—Mrs. Lewis referred to the need for retraining of teachers, and so do I. It has been wiped out. I can't tell you, I can't even begin to tell you how I feel when I see all of the projects that we have made wiped out in one fell swoop.

We have in our schools—we had four teachers in a junior high school who had licenses in mathematics. Yet they were required to teach 8,000 children mathematics with only four licensed teachers.

We developed a plan called the computer instruction in mathematics so that every child in the junior high school would begin to get algebra.

That has been wiped out, just when the program was being successful.

It is a tragedy as far as I am concerned. First, I feel that there must be a crash program in school construction.

Many of the problems that this committee is considering are related to the overcrowding and the overutilization of schools. Many of the problems as far as violence is concerned are related to that one factor, that the schools are overutilized.

At the same time, teachers should be given extensive and intensive training, and much of this training can be done by community members, who are highly qualified despite the fact they do not hold college degrees and are not certified.

The curriculum will have to be updated and made relevant so that we will have an integrated curriculum.

Mrs. Lewis has already alluded to the fact that we should move the school out into the community and get everyone involved, and I won't say, I won't take up your time with that, but I do feel that governmental agencies and big business and members of various professions should be involved in updating the curriculum.

Many of our children as they take certain courses and acquire knowledge find that that knowledge is obsolete by the time they finish school.

There should be a career ladder program. This has a twofold purpose. It not only increases the academic and educational level of the community, but it also provides help to remove the poverty from that area. Through the use of title I funds and community education funds, we have employed over a thousand paraprofessionals. We will lose over 500 of them due to the fact that these funds have been eliminated.

We have unemployed students, high school and junior high school students as tutors for the children in elementary schools because we found out that there is tremendous educational improvement when there is this peer group teaching as we call it. I think that this is important.

Since reading is one of the key factors, I think that reading diagnostic centers should be established in all of the local districts. I don't know yet what ratio they should have, but I do believe that this is one of the key areas.

Most of what I had to say has been covered by Mrs. Lewis, and I don't want to be repetitive so I will not take your time further.

Thank you.

Mr. Pucinski. Thank you very much, Dr. Lewis.

Mr. Mathew, would you like to add anything?

Mr. Biaggi. Does Dr. Lewis have copies of that statement?

Dr. Lewis. No. I have taken five or six position papers I have written in the past, some of the programs I have developed. Some of this is very new, since the CEC situation happened to us only a week ago, and I only pulled together how we would be affected, what is the impact of this for us, and these are some of the things that I spoke about.

I can, however, pull it all together for you and make copies available.

Mr. Biaggi. We would appreciate it.

STATEMENT OF ALFREDO MATHEW, JR., COMMUNITY SUPERINTENDENT, SCHOOL DISTRICT NO. 3, NEW YORK CITY

Mr. Mathew. I would like to make some remarks. I still reserve the privilege of picking over then whatever the chancellor has to say after I finish. [Laughter.]

I am a superintendent of a district on the West Side of Manhattan. It is an area that, unlike other areas in New York City, does have a component of white students.

It is a steady decreasing component, but it is an area that, to give you rough percentages, is composed about 34 percent Puerto Rican, 52 percent black, and about 13 percent other. It is primarily the West Side where we have this mixture, this opportunity for mixture and we have a number of situations in the district that dramatize the problems your legislation is attempting to address itself to.

We have a steady decrease in the number of white students who are enrolling in our schools. We find that many more enroll at the elementary school level than remain for the junior high school programs that we offer. We have four junior high schools.

In just 1 year, just to give you a quick idea of what I am talking about, in 1969 we had some 2,400 white youngsters in our elementary schools.

In 1971, a year later, the figure went down to 2,300.

That is a loss of 100 youngsters. In our junior high schools, in 1969 we had some 720 white youngsters, and this past October when we took the census again it had gone down to some 500 youngsters in the junior high schools.

We have another very interesting situation. When you look at the overall results, and if you want to use reading as a criteria of productive performance, the district does not fare too badly.

If you look at the gross results, the averages or the median scores published in the newspapers, they demonstrate that about half of our schools are above norm or at norm in terms of reading.

On the surface, this looks like pretty good, because we find that in many schools throughout the city that even that achievement is not something that people can attest to.

However, when you examine the results in detail and you make an ethnic analysis of those results as we have done in our district, a very interesting thing becomes manifest, and something that we have suspected all along, but in our district we do not believe in resting on what may appear to look good.

We want to examine it in detail.

We find that the white youngster generally is of middle-class background on the West Side in my district, is achieving either norm or above normal at the rate of 76 percent of those youngsters.

They are either at norm or above norm in terms of reading scores. We find that the Puerto Rican youngsters are achieving at norm or above norm only 18 percent. We find that the black youngsters are achieving at norm or above norm at only 27 percent.

We have a category of other Spanish-named youngsters other than Puerto Rican, because we have a good number of Dominican youngsters and a good number of Cuban and other Latin American youngsters.

They are achieving at the rate of about 20 percent in terms of being at norm or above norm.

I have heard the remarks that have been made here by Mrs. Lewis and others talking about the lack of effectiveness of programs that we have been able to put together in New York City, and I wonder if those remarks are not true of the entire history of public education.

I wonder if it is not time for us to really go beyond the rhetoric and really make some fundamental assessments as to where we are going. I happen to be in a district that is demanding that of me, and even if I were not in that district, the very fact that I was able to get an education by the public school system, and I know that brothers of mine and other people who were also growing up in east Harlem and the south Bronx fell by the wayside, that compels me to come to you and say that we need some very, very serious rethinking of what it is that we are offering, because I think alternatives have to be found to the present dilemma in which we find ourselves.

Now, I am not in favor of a voucher system that will undermine the public schools, that will encourage the kind of running away that is highly evident in district 3, but I am in favor of providing options and alternatives, both in terms of—well, I said both, but in terms of everything.

We have found in district 3 that where we have been able to innovate, we have been able to retain all populations. The whites stand in line to enroll their children in our open corridor program, which is an adaptation of the British School for Children.

They stand in line for that program, and we find that. We find that the whites, when they feel that they do not have any options within the systems, will exercise their options in some other way.

They will either run out of the city, pick up and move to a suburb and thereby deplete the city of their contributions, and of their youngsters being present in our public schools, or they simply run to a private school, and they are many throughout the city, and on the west side in particular, or they exercise the options of sending their youngsters to parochial schools.

I feel we have to offer options to them. I read in the legislation the term "magnet schools." I am interested in making our schools "magnet schools" which will attract people of all levels, but I think we have to provide options for the others who provide, too, because we cannot be defending public schools the way they presently exist and really be saying that all we are defending is what is left for the blacks and Puerto Ricans who cannot exercise options.

Mr. BADILLO. Shouldn't every school be a magnet school?

Mr. MATHEW. Yes, every school should be a magnet school, and it can be done. I feel optimistic about our ability, with the knowledge and experience we have to put together educational packages that can produce quality education for everyone, not just for the white kid, but for the black and the Puerto Rican child as well.

We already have an indication of how this can be done. I think New York City with its decentralization program is moving in that direction. I think much more has to be done in terms of decentralizing the whole administrative functioning of this school system.

It is much too large. I think that even my role is much too big as a community superintendent, because I supervise, or administer a district that has 23 schools and 22,000 youngsters a staff that is well over 2,000 if you consider all of the people who are working in the district, and that is really equal to the size of most of the cities throughout this Nation.

This is the school district which I administer which is only 1 out of 31 within New York City.

I feel that my role has to be redefined. I feel that my role should be more in terms of providing technical assistance and providing ways of expediting and facilitating some of the change that we feel should take place.

I think much more can happen if we begin to give considerable authority and decisionmaking even at lower levels, at the school level, where the principal and his staff, together with a parent advisory board, can really make decisions, and I don't mean decisions that are token decisions.

I am talking about decisions involving budget allocations within that school, and other decisions about other programs that they would want to develop. I think only then will we be really breaking out of the lock step that we face. The lock step is one that keeps us really with basically the same kind of structure and talking about bringing in new programs and other things that will be attractive.

I don't think we can do it unless we go whole hog, and that is to provide alternatives and decisionmaking at the local level, and I think the whole structure should be changed and we need money in order to do this.

We need a lot of money. We don't need lip service. We don't need any concern about violence or anything else in our schools. We do a damn good job considering the obstacles that we face.

But as Dr. Lewis has talked, you can't really function if you don't have personnel. Here he is in a district where they are going to lose vast numbers of personnel. My district is also faced with this next year.

How can we be held accountable for any results? How can any one point the finger at us and say, "You are not retaining the white population, and you don't have a quality system?"

If we don't have the support we need.

Mr. BIAGGI. Are you subject to the same difficulties Dr. Lewis is?

Mr. MATHEW. Not to the same extent, because we don't have a community program. But we have received great cuts in State urban aid.

Mr. PUCINSKI. We are pleased to have both you gentlemen here, and we are pleased to have Dr. Scribner here. We will proceed with your statement, and then have questions of all the gentlemen.

STATEMENT OF DR. HARVEY SCRIBNER, CHANCELLOR OF THE NEW YORK CITY PUBLIC SCHOOLS

Dr. SCRIBNER. Thank you. I was in Washington the other day testifying on the voucher system, and my theme this morning is consistent with the prepared statement.

Mr. PUCINSKI. I assume you testified for the voucher system?

Dr. SCRIBNER. I testified for the concept of the voucher system. I think there are terms we should be realistic about in public education. If it is good for a voucher system, it must be good for what made America great today, and therefore, we should do what the Supreme Court said, and the reason I question the voucher system is that I see no reason why another set of guidelines is going to make us do something that the Supreme Court said in 1954, and we have not done anything about that to any great degree.

I did not want to see us at this point in time to divert our attention and energies in another direction.

Unless something is done about urban education and education all over this country, and done rapidly, I do think that the public school system is going to be replaced by another system, and I think that is a terrible responsibility, but I would say to you ladies and gentlemen, you are faced with that, as we are out in the field.

There is nothing new to be said about integration. It has been said by the Coleman committee, it was said by the Kerner Commission, it has been said by the State Commission on Civil Rights. The 1954 decision spoke to the very specific thing. I think we have to understand that this Nation was built on the understanding that there would be human equality and individual opportunity.

James Allen, a distinguished Commissioner, has said that the goal of the Nation ought to be "To provide an equal educational opportunity for all in a racially and socially integrated society."

President Nixon said, "The provision of equal educational opportunities to all of our children is a key national priority." The recent report of the Federal Task Force on Urban Education, headed by Wilson Riles, says integration is "a vital aspect of and now a means to a full education." It has all been said—by men of all political parties and from every generation. All that remains in there to be done is to do it—to make our actions match our rhetoric.

Several points:

First, racial, cultural, and socioeconomic isolation in the Nation's public schools is educationally unsound and socially dangerous. I would like to say you have to do nothing more than look out the window today and you can see firsthand the truth of this statement I am making, because I think we have to understand that many of the problems that are bothering us today and troubling us deeply in education, in society, in our daily life, have been promoted, promulgated, and continued and emphasized year after year from our failure to live up to the basis on which this country was founded, that every person would have an equal opportunity.

For as long as it is tolerated, it will be the symbol of proof that American democracy works for some Americans, but not for all. It contributes heavily to polarization, separatism, elitism, a dual standard of American citizenship and inferior educational opportunities for black students and white students alike.

The elimination of isolation in the Nation's schools should be a long term national goal, and one on which the legislative attention of the Congress should constantly be focused.

Second, the overriding goal in education should be the providing of high quality educational opportunities. I would suggest to you that youngsters from different backgrounds, whatever they may be, unless they are brought together in the learning environment, the youngsters there in that environment are being deprived of the best educational opportunity provided to them.

Anything else is narrow, divisive, and it tends to bring about the kinds of problems we have in your society today. I have explained this in greater detail to you in the text that I have prepared.

One key element in quality education is, in my judgment, integration. That is, educational opportunity is enhanced when the learning environment is an integrated environment—integrated racially, socially and culturally. Part of becoming educated is learning to understand people who are different from oneself. This is not to say that integration is the sole measure of quality education, but that it is one very important measure.

Third, the movements for ethnic identity and community control of schools are not necessarily—over the long run—antithetical to integration.

As the Riles task force pointed out, the efforts of ethnic groups to achieve community control of schools is simply the "All too logical result of the basic lack of commitment and the slowness of action to achieve integration." These movements, in short, are the natural spinoffs of a national failure to fulfill a promise.

They represent, more often than not, an effort by minorities to develop both pride and political influence, and a deep and natural interest on the part of minorities in the welfare of their children.

None of these goals is necessarily a bar to ultimate integration. Rather, they may be necessary steps toward genuine integration a generation hence. The point is that there is no single path to integration. Thus, legislation designed to encourage integration in schools should provide the possibility of many paths, and not mandate one path only.

Fourth, there is more to genuine integration than juggling numbers and mixing bodies. Genuine integration is more than an administrative or legal device; it is the bringing together of different kinds of people who respect each other as well as themselves.

That vacuum is filled with suspicion, with all kinds of fear, and we need to bridge that with understanding, and I know no way in which I can bridge that vacuum existing between someone who is different from me than to come together and learn to know him as an individual.

Strangely enough, the history of this country is clear over that when we do it in that manner we do bridge that with understanding.

Whatever we do in the area of integration, and I support Mrs. Lewis, and after she made those lovely statements, nobody else need to speak on the issue, but whatever we do, we must not leave this to the professionals alone.

We must bring the parents and the total society together on this issue, and I would suggest and submit to you that one of the missing links for bringing this off today, and I am the first to say that money does not determine everything, but is to make this more attractive, make our plans workable, and make it a reality, because we need some funding to do it, too, and we need, ladies and gentlemen, from you, the kind of legislation that puts this into the proper focus.

We need, I think, people who are going to get money and funding for this who already have a track record of some commitment, who can point to the fact that they have already believed in this and done something about it.

I think also we ought to forget now the kinds of hangups, and what I call the dodges we have used that we can't do anything by such items as political boundaries which were drawn by men maybe of good intent at one time, but I trust today we could reanalyze those boundaries to see whether or not we can make them work in the context of the problems we are battling about now.

I think I have made my argument fairly clear, and I do want to put in one pitch for the fact that any legislation which Congress passes today must be passed in terms of a new definition of what constitutes education, and I come now to the bilingual program in particular.

The whole myth of the melting pot which we have sponsored in America over the years which has failed and divided this country and made the person we wanted to make like me feel oppressed and eventually bow out of the picture, and ought not to exist, and we ought to build the cultures that exist in America.

We can only do it by having persons available to youngsters who understand the different cultures, who relate to them, and can educate children to appreciate their culture but at the same time respect mine.

Mr. PUCINSKI. Now on that point, Doctor, the administration has given us a negative report on the ethnic studies bill we have been trying to get through Congress to make funds for ethnic materials so that people would know more about themselves and others.

Dr. SCRIBNER. I have not studied that particudarly, but I might agree with that report if all we are going to put in our curriculum is a mass of studies. While Al Mathew is studying his Puerto Rican culture, I want to be there, too.

Mr. PUCINSKI. That is the purpose of that bill.

Dr. SCRIBNER. I would like to study that bill and file a report on it. I think we need to get rid of some of the artificial hangups we have for doing this kind of job. No. 1, we would like to do it, it is a beautiful idea, but we don't have the money.

We must in our country today reorder the priorities to recognize the fact that every one of these youngsters we permit to grow up in our schools suspect about one or other are going to meet on the streets later on and have to handle it in another way.

A political boundary drawn by men of good intent at one time can no longer prevent us from resolving some of the issues that face our country today.

It is great to have this heritage and have all the traditions, but we must analyze each of them in terms of tomorrow's needs.

Let me drop it there and exchange thoughts with you.

Mr. PUCINSKI. Dr. Scribner, you talk about arranging priorities, but when you look at the amount of money this country is spending on education, next to national defense it is the next largest item in the country.

Mr. MATHEW. Who is spending it?

Mr. PUCINSKI. When you take into account the local taxes, the State taxes, and the Federal contribution, there are some $60 billion being spent in this country on education. That comes out to roughly a thousand dollars per child per year.

Don't you think that the time has come when we ought to say to academia and the educators, that you, too, have to rearrange your priorities and stop poor mouthing for a change and start looking at some of the concepts and methods and techniques that you are using and ask yourself why they are not working?

When you consider the amount of money that is being spent on education, I think the American people have been extremely generous.

Dr. SCRIBNER. Congressman, I agree with you completely, and the question I would raise in the context of our discussion this morning is how many of those billions of dollars are being spent to maintain a system that is not working.

I am asking you today to give us some incentives to place not more dollars, but let it come from a source that makes us shape up as we produce.

I criticize this establishment every day. I go along with you that all of our evils are not going to be resolved with more funding, but I would submit to you that your argument on national defense and education being second in line is not necessarily a good one, because there is no other institution in America that serves more people than education does, and everybody goes to school.

I would tend to move it ahead of defense.

Mr. PUCINSKI. I was pleased with your statement that Mrs. Lewis had put into perspective some of the things that are wrong, and if you know, in her statement she said that internal reforms, reforms that only the educators can make.

We pride ourselves in this country on the fact that education remains at the local level, and each community tries to determine its educational needs in programs that will serve those needs.

We have in the Congress tried very scrupulously to avoid setting any national uniform standards for the simple reason that we say that would destroy the pluralism that has made this country a great Nation.

So your statement is a most encouraging one, but I would think that the place to start, if we are going to start restructuring the educational system, is to start with the local administrator.

Dr. SCRIBNER. I agree with you, Congressman, but let me ask you a question. We seem to have no difficulty in explaining away the fact that our wartime efforts, or whatever they may be, should be high priority. I would submit to you, however, that the problems we are talking about this morning are a defense mechanism to take care of these, or the problems of this country are going to suffer with in the future with man to man on the streets if we don't give to these school systems, and perhaps enforce them, to do something about the ills of this society of ours.

As we think of the population doubling, as we think of the problems, the hatred, the bigotry, the prejudice doubling in this country, I fear for mankind within our own country, as well as attacks from the outside.

Mr. PUCINSKI. As far as the problem of integration, I was wondering if perhaps you, Dr. Scribner and the other gentlemen would like to comment. How would the bill before the committee now, the emergency desegregation bill, how would that bill be of any assistance to you in New York, if it would be?

Would this legislation be of any help to you in New York?

Dr. SCRIBNER. Which one are you speaking of?

Mr. PUCINSKI. The Senate bill, 1557, which has been approved by the Senate. This bill requires that a school system like yours in order to qualify for Federal funds would have to have at least one model school, and then a districtwide plan which would prorate a number of minority children in your school districts into every school in that school district.

Now, the thing that I am wondering about is your city, for the most part, has two large minorities, is made up of two large minority groups for the most part. How would you qualify under this legislation?

Dr. SCRIBNER. I think we have a track record, though it is not good. There are some examples that could be pointed to. But I would suggest that one thing missing from this bill is that it holds each community to an excellent opportunity to opt out in that we stay within those political boundaries, and we ought to transgress those boundaries when we are talking about social ills.

Mr. PUCINSKI. The bill does have on page 22, section 8—and I think you have the bill before you—it does have a provision here that sets aside 15 percent of whatever money is appropriated for metropolitan area projects where the SMSA as defined by the Bureau of the Budget would be taken into consideration, and ultimately each school in that metropolitan area would have to have a proportionate number of minority students in proportion to the total number of minority students in that metropolitan area.

You were not here when I asked your State superintendent whether he would be for integrating into the suburbs as one way of meeting the problem. This would make that possible.

Do you see that as a possible solution to your problem?

Dr. SCRIBNER. I think it has to be taken into consideration.

Mr. PUCINSKI. When you talk about political boundaries, I thought that is what you would mean.

Dr. SCRIBNER. That is correct.

Mr. PUCINSKI. Would you say for a city like New York that is the only solution, if you are going to achieve a meaningful integration?

Dr. SCRIBNER. Well, if we can make education good enough those boundaries can be crossed in two ways. They are by the adult population of the country every day. Therefore, I think we have to have that kind of latitude, yes, in order to function in New York City.

Mr. PUCINSKI. In other words, you would suggest keeping something like that in the bill?

Dr. SCRIBNER. Yes, I would.

Yes, I would.

Mr. PUCINSKI. Dr. Lewis, would you comment on that?

Dr. LEWIS. I find that to be extremely difficult. I find wherever the Afros move in, the whites move out. We have a district 12 that is 97 percent Afro-American and Hispanic. Integration in that area is virtually impossible. Certain areas of Harlem, Bedford Stuyvesant, and others, would be virtually impossible.

If you are talking about a metropolitan concept, it would require tremendous busing and I think it would not be feasible.

I also think you would be expending huge sums of money for something that at best you could get minimum results from.

Mr. PUCINSKI. Your statement is most interesting, and one that I would like to develop, because you said earlier in your opening statement that the concept of integration per se does not necessarily mean better education.

You stressed the fact that courses may be segregated. You stressed the point about source material.

Now you say that this Operation Wingspread moving minority children into the suburbs, would be counterproductive.

Would you elaborate on that?

Dr. Lewis?

Dr. LEWIS. Yes. I am saying that if you are talking about integration, then you have to take integration to the *n*th degree. Putting together children of various ethnic backgrounds does not to my mind mean integration. You not only would have to have integration of the staff and student body, but integrated material, integrated relationships, integrated housing, where people begin to look at one another as individuals, individuals with different background and experiences, and to appreciate that.

That to me is integration. Everything else is desegregation.

I think the huge amount of money spent for the "form type" of integration is not worthwhile. I agree with the concept that if we have quality education and if we present options not only for the white child, but for all children, then you will have a better chance to get the type of integration ultimately that we want.

I think that for instance Mr. Matthew was talking about in his district with the "open corridor" concept, he has white parents in line waiting to get in. What I would like to see is make our schools in my district in New York City so attractive because they offer quality education that the white people would want to get in, the Puerto Rican people, or the Chinese, or any other people would want to get in. We are trying to provide those opportunities in our district. We have a cluster concept. This is like many schools within one school.

We have a bilingual school, not only an elementary school, but a bilingual school that we can open up on the secondary level, so there can be a continuation of bilingual education, and that bilingual school is not composed primarily of Hispanic children.

It is 53 percent Hispanic and 47 percent Afro-American. So there is this exchange. We do have the open corridor school and we are planning to open a school next year when, hopefully, it is constructed, and there is an irony. I find we can put a man on the moon in 10 years, and it takes in New York 10 years to build a school. It is ridiculous.

But I am thinking about the various options we want to afford, the quality education of each school so that white, Afro-American, Puerto Rican, Chinese, all of them will want to integrate for the purpose of receiving that good education.

I think the problem before us is "Which way, America?"

Mr. Pucinski. I take it, then, that all of you feel the quality education is the way to stop the No. 1 problem in this country today, and that is resegregation. We are concerned, I am concerned, over the fact that in many communities of the country a school becomes integrated, and then in about 36 months, which is about par for the course, it becomes resegregated.

Where do you go then? You can't go to court. You can't sue anyone. The courts have held that once you have attempted to integrate a school, whatever happens subsequently then you don't have to try again.

So I take it, Dr. Lewis, and Dr. Scribner, and Mr. Mathew, the answer to resegregation in your judgment is quality education across the board.

Dr. Lewis. I don't think you should have an official policy of segregation. De facto segregation I don't think you can do much about unless you have a police state, telling people where they have to live and send their children to school.

Integration is the ideal. How do we move to the ideal? I think the method by which we do that is for the powers that be, you gentlemen, to do everything in your power to foster quality education within each and every school so that people will begin to accept those options.

Mr. Pucinski. Mrs. Hicks?

Mrs. Hicks. I agree wholeheartedly with the doctor, and I think this is the way we should be moving, but it is sort of alarming to me that when we listen to the testimony from the commissioner of education that his whole theory was in contrast to yours.

Dr. Lewis. Maybe that is why he is the Commissioner of Education and I am not. [Laughter.]

Dr. SCRIBNER. It sounds like since I throw the metropolitan concept in that you might be of a different opinion. What I am really saying that in the meantime we need funds for these schools to pull off these programs these gentlemen are talking about this morning.

Our history tells us that we let these sort of be blighted—we need more funding there, because we have more need there.

Mr. PUCINSKI. Mr. Veysey?

Mr. VEYSEY. Thank you, Mr. Chairman.

Just to try to put the record in context, I think you would have to admit that Congress has not been totally blind to the money needs of schools.

I believe that something like $8 billion of Federal money is going to go into education in this year, and that this represents a very substantial increase, you know, over a number of years, like a doubling in the past 10 years and maybe eight times as much in the past 20 years into education.

That is a lot of money. Now, you are reporting to us that there is a drying up of some kinds of categorical funds and some shifting that way.

I can conceive that there will always be a short supply of funds. We are never going to have all we want for all purposes. Let me ask you this. You made an appeal. I think, a very compelling one, that you know a great deal more about the priorities and the educational problems that have to be met here in the schools in New York than perhaps we ever can know in Washington.

We have been disappointed with some results in the categerical programs, and we are talking about bills with more categorical money.

If we had x number of dollars to give you, is it better to give it to you in categorical programs and say to you that bilingual is the most important, or intergration is the most important and you have to do that, or whatever else is the most important.

Or should we give you that money and let you identify the problem and solve them in your best way?

Mr. MATHEW. I would like to react, because I see that is not really giving us a choice.

I am sorry. If you don't peg it to something, you are not really going to give us anything, and I am in favor of the concept of extending the boundaries to include the metropolitan area, not so much because I want the kids in district 3 to be bused there, because I think we do have to provide incentives if we really believe that integration is essential to the survival of this country.

I think incentives have to be provided in terms of money, so that programs can be developed which might attract, be atractive to, those suburban communities that are part of the metropolitan area.

Mr. VEYSEY. Suppose we give you unrestricted money?

How do you want to spend it?

I guess there would be differences in views around the table. You said something about you wanted decisions to be made by the local school, and I think the principal is a key man.

Mr. MATHEW. Would you give us both types of money? In other words, if you are going to give us unrestricted funds and then special funds, to promote, for example, bilingual education which I feel is deserving of special efforts to support it, and when something just gets off the ground as it is, you need quite a bit of money for tooling up, special training of teachers, and this kind of thing.

To leave that without that kind of specific support, I think you are not really, you know, promoting that kind of program.

Mr. **Veysey**. I guess what what I am asking you it to really think through and tell me, you know, what your priorities really are. It is all well to say that they are going to be reordered and all this, but how are you going to reorder them.

Where do you put the priority? I would be very interested in knowing.

Dr. **Scribner**. I think there is no greater priority in education today than for youngsters to understand and learn about each other. When we get beyond that point, the general revenue sharing bill for education speaks to $3 billion, I believe as contrasted to a $2,800 million as it exists now.

I hardly think that the bill of $200 million satisfies what I think I hear Mr. Mathew saying.

I heard Mrs. Lewis, and I agree with her, that the title I funds have been abused. I think we ought to do some policing and monitoring. I am not unhappy with that ball game. What I am unhappy about is then that the rules of the ball game are not being followed.

Mr. **Veysey**. Are they not being followed here?

Dr. **Scribner**. No; but I hope we are not going to sit idly by and watch it go down the drain.

I give the Congress great credit for something, but in 1954 the Supreme Court made the decision, and I would say since that time the Congress of the United States had not been quite as perceptive and direct and challenging to these who broke those laws as they may have been.

Is that unfair?

Mr. **Veysey**. It is probably unfair; yes.

Dr. **Lewis**. When we think in terms of something of the entire Nation, whether we should give restricted funds, or unrestricted funds, I think we would be falling into the trap.

Each section of this country has different things. There are different problems in different sections. There are different problems in certain cities and States, and within the cities there are different problems.

So to give general funds, let's say, to the local educational institutions here by which would mean the central board of education would put us in a handicap, let us say.

We would be terrifically handicapped, because the problems of district 12 are not the problems of district 3. To give us this money would not meet our needs.

For this reason, many of the funds that have been allocated whether earmarked or not, have been abused. We have used the shotgun when we need a rifle.

We try to solve too many problems at one time. But before we condemn some of these programs—admittedly title I did not do what it was supposed to do, I was a title I coordinator at one time.

I would fault the legislators for one thing. For example, late allocation of money. How can we possibly get the community involved, and yet this was a mandate at one time, how could we possibly get the best experts in the areas to develop those?

How could we possibly do the research? We did not even know how much money we were going to get. I think there were many legislative handicaps, rules, and regulations that we had to abide by that negated the effort.

Therefore, I used the expression, "We were programed for failure." To tell me that, you know, we are pouring billions and billions of dollars into education does not answer the question.

When you pour that money in, how do you tie it up so that you cannot have effective programing?

I would not answer the question, you know, should it be restricted funds or should it be categorical funds, because I think that would be a trap. It should be funds to accomplish specific things in specific areas depending upon the needs of those specific areas.

Mr. **Veysey.** Do you want us to tell you what those are?

Dr. **Lewis.** No, no, no. You can find out from us. I would not want you to tell me, because I know the problems of district 12 better than anyone else, and I hate to be presumptuous but I would say I know them better than Dr. Scribner.

Dr. **Scribner.** I will accept that.

Dr. **Lewis.** Because he sees the total city and he knows the total city's problems, but he does not know the problems of district 12 as well as I do. If Dr. Scribner is going to allocate money, he should come to us to find out about the problems.

He should not be forced to go to you and say, "New York City needs this," he should come to us and ask what we need, and he can go to Mr. Mathew, and he will tell him what he needs.

That is the type of thing that should be done, in my estimation.

Mr. **Pucinski.** Mr. Biaggi.

Mr. **Biaggi.** Dr. Lewis, first I want to commend you for your statement and your whole concept, and the way you offer quality schools with integration of curriculums and the interchange and ultimately producing the integration in its most meaningful sense.

You depart, apparently, from Commissioner Nyquist's view. You were generous in saying that perhaps that is why he is Commissioner.

I would like to ask you this question: Has your view—the view that you present today—is that the same view you had 15 years ago?

Dr. **Lewis.** No.

Mr. **Biaggi.** What brought about the change?

Dr. **Lewis.** I have come to the conclusion that integration is dead, that integration per se is dead. I have striven, I have worked, I have been in civil rights movements, I have worked at it, and this was my total concept at one time, striving toward now an integrated society

I found that no matter what I did, no matter what the groups did, all of the evidence was to the contrary.

New York City as far as the school system, is more segregated today than it was in 1954. One school that I began to teach in, and Dr. Mathew is familiar with that, that school was pretty well mixed when I started to teach there.

In 36 months, it was gone.

What I am saying is what I said earlier, that we have to approach education as a total problem. I think that this is important.

What brought about the change in me is that I felt there was a need to approach education as a total problem that had to do with the environment, the housing, the police, sanitation, poverty, the self-image.

Mr. **Biaggi**. Let me pursue that.

Mr. **Pucinski**. If my colleague would yield, this is why some Members of the Congress feel that the problem of integration is not going to be solved in school programs, but rather in housing programs.

When you overcome discrimination in housing, integration of schools will follow automatically, and I presume, Dr. Lewis, that is when you talk about the total problem, I presume you are addressing yourself to that. Dr. Lewis?

Dr. **Lewis**. That is one aspect of it. I am addressing myself to that. I am simply saying, though, that while we are striving toward integrated housing, we still must provide quality education for our children.

Then my question to myself is, "If this is so, if it is going to take time to integrate housing, to eliminate discrimination in all of the other fields, to integrate police forces, services, to equalize job opportunities, while that is going to go on, I feel that we must provide our children with quality education so that we will eliminate—this to me is preventive—to eliminate many of the other problems that we have of violence in the streets, violence in the schools, and everything else."

Mr. **Biaggi**. I want to pursue it with one additional question, because I think we have established a very important point here. I know your background in civil rights and the educational area, and I realize there has been a departure, and because I realize it, I pointed the question to you to get it on the record for our advice and guidance.

Is that change in your attitude over that 15-year spread, is that reflective of the black community or the civil rights movement?

Dr. **Lewis**. I cannot speak for the entire black community, the black community is not a monolith. It is very compartmentalized. So much so that we in the so-called black community use different terms.

We will call somebody colored and that has one connotation, and call somebody else Negro, and that has another connotation, and so forth. The black community as opposed to the white community, is not a monolith. It is just as diversified, with different backgrounds, different strivings, different ideals, different aspirations, different methodologies as the white community.

The white community is not a monolith. So I can't speak for them. I can say that there is a large segment of the black community that feels as I do, and that have not given up on America, but feel that the only way by which integration, meaningful integration will finally occur is for us to control our own destinies, our own little enclaves, if you want to call them that, and because of this you have this whole thrust of community control, not only in the black community, but also in the brown community, and so forth.

Mr. **Pucinski**. Mr. Badillo.

Mr. **Badillo**. The bills we have have to do with integration, and three are voluntary and one compulsory. I gather Dr. Lewis would oppose all of them. Dr. Scribner?

Dr. **Scribner**. To select a particular bill, I would like to file a second report of a much more comprehensive study.

There are some things in the bill, and I think it is yours——

Mr. Badillo. Senator Ribicoff's.

Dr. Scribner (continuing). Some things in that bill that I accept. I accept many of the things Dr. Lewis is saying, but neither do I want to be foreclosed that the political boundaries of this are going to determine where we are going to go.

Mr. Badillo. Do you think political boundaries are going to be changed voluntarily?

Dr. Scribner. No.

Mr. Badillo. Three of the bills say that by voluntary arrangement this should be done.

Dr. Scribner. We have had 15 years of voluntary arrangement and nothing has happened.

Dr. Lewis. I am not putting all my eggs in one basket. Of the three bills, Senator Ribicoff's bill is the one I would go for.

I feel it is the only one that is meaningful. I don't believe integration will come about voluntarily. The bill that puts the safeguard on, that leads to for enforcement, that will deprive communities of Federal aiding and abetting is the only one to me that makes sense.

I cannot in conscience see the Federal Government giving money to those people who are deliberately breaking the law.

Mr. Badillo. Thank you.

Mr. Mathew. I want to speak very strongly on behalf of that bill, also. I feel that for too long we have had quite a bit of hypocrisy here, and I would agree with the frustrations and the real reservations that Dr. Lewis expressed. As a black person he is expressing it. I can express it as someone with a Puerto Rican background.

It is true that people in our communities don't have any faith in integration, but that does not mean it should be confused with the need for this country to promote an integrated society and to find ways of making it feasible, and not by just talking about, "You do it as the result of a Supreme Court decision," but find a way to make it a viable alternative.

I think the bill has machinery in it which not only calls for compliance, but it is a real commitment to the concept.

We talked about integration, and the central board went through a whole board of making plans for integration, but then nothing was really done to carry out the policy in an effective way, and in the last 10 or 15 years we have lost a good proportion of the population with whom there could have been integration, and now that population is outside the city limits, and the question is, do we allow them to remain in those enclaves that we have without in some way relating them to the cities that are decaying and try to revive our educational systems, and I say that if we really believe in integration that is what we have to do.

Otherwise, let's chuck out the whole policy and go in some other direction.

Mr. Pucinski. On behalf of the committee I want to thank you gentlemen for the contribution here this morning. Listening to your excellent testimony convinces me that it is good to get out of Washington and hear people like yourselves, and it also convinces me that all the brains of this country are not concentrated at either end of Pennsylvania Avenue.

Mr. Mathew. I am glad you learned that.

Mr. **Pucinski.** I am also intrigued particularly with Dr. Lewis' testimony, and the kind of suggestions to me that we have in this country to a large extent a white, Anglo-Saxon liberal writing legislation and views and programs, and then someone who is very closely associated to a problem, like Dr. Lewis, who probably knows more about the problem than anyone else, is really telling it to us as he is.

I am reminded that we are going to vote on the welfare bill here in a couple of days that was written by a committee in Washington that does not have a single member who knows the problem as it really exists in public welfare.

It does not represent a community that has that.

Now, your testimony is very helpful because we are going to look at this legislation in terms of what you testified, and for instance, Dr. Lewis is talking about taking a strong position that the real problem here is quality education.

We have been experimenting now with all sorts of programs in resegregation is recurring, and so you have got to find some way, it seems to me, to get some help to you people to establish good quality education wherever the chilren are today.

Then we can hope that we are going to be able to achieve a better understanding among the races and nationalities and religions of this country as we move along.

But I have a tendency, Dr. Lewis, to feel a great deal of enthusiasm for what you are saying, because there are a great number of schools in this country that are going to be totally segregated for a long time, regardless of how sincere these programs are, and how massive this help is, and it seems to me that we are writing off a whole generation of young Americans who are really relegated to the educational junk heap, because simply because we are interrupting the educational process.

Dr. **Lewis.** May I say one thing? I do feel we are writing off a whole generation of children, and it was because of that that I am led to the position I now take. I cannot in conscience see them written off while I continually strive for this ideal.

I feel there are other methods by which this ideal may be achieved, and at the same time make it possible for us not to write off these children.

Mr. **Pucinski.** Dr. Lewis, this is why I have suggested to the Secretary and the Commissioner of Education that they take this desegregation bill, make this a title of a broadly based general education bill, which will move both general education help to those problems that you now have that need immediate attention, and at the same time move along on these integration programs.

But it does seem to me that it is going to be of very little help to pass a $1½ billion desegregation bill when you are wondering if you are going to open your schools in September to begin with, and as you listed the litany of programs that are being phased out here——

Dr. **Lewis.** That is the thing that hurts me more than anything else. If you could not only make the moneys available, but permit us to utilize those moneys the way we see fit, I guarantee you that the dollars would be effective.

Dr. **Scribner.** You have to make sure they get to his school.

Mr. PUCINSKI. You were all very helpful, and we thank you very much.

(Whereupon, at 12:50 p.m., the committee recessed, to reconvene at 1:30 p.m.)

AFTER RECESS

(The General Subcommittee on Education reconvened at 2:15 p.m., Hon. Roman C. Pucinski (chairman) presiding.)

Mr. PUCINSKI. I am going to ask our colleague from New York, Mrs. Chisholm, to introduce to the committee her three distinguished guests, who will be making up most of the testimony this afternoon on this legislation.

Mrs. CHISHOLM. It is indeed a pleasure and a privilege to introduce Mrs. Dorothy Bostic, who is president of the Junior Academy in Brooklyn; Dr. Richard D. Trent of the new Medgar Evers College in Brooklyn that is about to be opened, and Mrs. Dorothy Joseph, the coordinator of the high school redirection program, New York City Board of Education.

It is a pleasure to bring these persons before our committee this afternoon, because these are individuals whose lives have been involved in education for the past 15 years or more, persons who by virtue of their professional training and by virtue of their experiences out there in the community, are individuals that can really put some input into what it is that the subcommittee is trying to develop in terms of future legislation that will benefit all the children of the country.

Mr. PUCINSKI. Thank you, Mrs. Chisholm.

We are pleased to have Mrs. Joseph and Mrs. Bostic and Dr. Trent here. This morning, we had considerable discussion with the State superintendent of education, Dr. Nyquist; and then we had with us the chancellor of the New York schools, Dr. Scribner.

We had Dr. Felton Lewis of the Bronx, and we spent considerable time discussing some of the bills that are pending before the committee, particularly the bills dealing with desegregation.

I made the observation this morning, and I will make it again this afternoon, that it is good to get out of Washington and come down into the hustings where you get to deal with the problem, with people who are face to face with these problems day in and day out.

So we are very grateful to Mrs. Chisholm for inviting this very distinguished panel this afternoon, and I will ask that we start with Mrs. Joseph.

We will move right along with the witnesses.

STATEMENT OF A PANEL COMPOSED OF MRS. DOROTHY BOSTIC, PRESIDENT, JUNIOR ACADEMY, BROOKLYN, N.Y.; DR. RICHARD D. TRENT, PRESIDENT-ELECT, MEDGAR EVERS COLLEGE, BROOKLYN, N.Y.; AND MRS. DOROTHY JOSEPH, COORDINATOR, HIGH SCHOOL REDIRECTION PROGRAM, BROOKLYN, N.Y., BOARD OF EDUCATION

Mr. PUCINSKI. You may proceed in any way you wish.

Mrs. JOSEPH. I would like to read my statement.

Mr. PUCINSKI. Fine.

Mrs. Joseph. As a person born and educated in the Bedford-Stuyvesant community of Brooklyn, N.Y., who has been employed by the New York City Board of Education for 15 years in the capacity of elementary school teacher and presently as a licensed supervisor, I welcome the opportunity to testify before this committee on the subject of school desegregation.

My testimony is based on my initial experience as an elementary school teacher of young black and Puerto Rican children, my later assignment in the manpower development training program where I worked with black and Puerto Rican enrollees, and my present role of coordinator of the high school redirection program which serves black, Puerto Rican, and white high school students.

In addition, I have been active in community organizations, including the Bedford-Stuyvesant Youth in Action as a board of directors member.

I have been active in Equal as a member of the Speakers Bureau, and Operation Breadbasket as a member of the Speakers Bureau, and as chairman of the Greater New York Education Committee.

The program which I presently coordinate is designed to serve 240 high school students whose previous educational experience has been one of failure, inequity, and defeat.

The large number of minority groups youths who are leaving our high schools before graduating each year are a warranted source of deep concern to us all. They are truly the disaffected, characteristically ill equipped to assume the responsibilities which adulthood requires of them.

These are the youths whose self-image is poor or badly damaged, whose academic skills are limited, whose vocational plans and preparation are nebulous, and, for whom, the traditional school situation has had little real, constructive meaning and effect.

These are the frustrated, the alienated, skeptical about the possibility of success for themselves. In most cases they have had little experience in positive social relationships with either peers and/or adults. Their needs are for redirection and change.

This then is the population of the high school redirection program which I coordinate. This program services repeating freshmen, sophomores, juniors, and seniors from six Brooklyn high schools which have extremely high dropout rates. The students come from these communities: East New York, Oceanhill-Brownsville, Bedford-Stuyvesant, Williamsburg, Bushwick, Ridgewood, Park Slope, and Fort Greene.

Knowledge of these communities would indicate that these students have come from elementary, junior, and in some cases senior high schools which are almost totally segregated.

My initial experience is in the school system as an elementary school teacher in a Bedford-Stuyvesant school whose population was approximately 90 percent black and 10 percent Puerto Rican. Students attending this school lived in an all-black neighborhood which formed a limited frame of reference for them.

The adults around them represented a population whose skills, native abilities, hopes, and aspirations had never been fully tapped. Their school experience represented little expansion of this limited world.

Too often the teachers and administrators assigned to an all black and Puerto Rican school, view their students with the concept that these students "aren't going anywhere anyway." There is a maintenance of a depressed, low level of aspiration and education.

In the elementary school, I taught first-grade classes for 3 years. I know that, regardless of all the discussion about the difficulty in teaching "disadvantaged" children, first-grade children come to school eager and expecting to learn. I also know that this is true equally of those children who have been described as coming from homes where there are no books, homes which are broken and homes where parents are welfare recipients.

The cycle of low expectations, unfortunately, soon begins to warp and alienate children in black schools. Their failure in learning to read is blamed on the homes and the parents; this makes it possible for school officials to escape shouldering the responsibility for failure.

While the mastery of reading and mathematics may be problematic for many children, it is particularly problematic in black and Puerto Rican schools. Since little is expected of these children, there is an acceptance of low achievement.

The lack of expectation of achievement is communicated to the children very early in their school experience; this is then translated into low self-expectation and image.

The syndrome of failure continues through the elementary grades, and minority group children are passed along to the junior high schools, unequipped to deal with the subject matter taught.

Large numbers of these children simply mark time in the schools, convinced, because of their experiences, that they are stupid and unable to learn.

This failure begets lack of interest and is often covered up by a veneer of seeming indifference. Thus we hear statements that "they don't want to learn"; "they don't care"; "how can they be motivated?"

And so, the dreary confinement continues until youngsters reach the age where they can legally leave school. Many of them are encouraged to do this by statements such as "you're too old to be in school—you can get a job," and, of course, since they have not been prepared for any job, the failure continues and perhaps turns into delinquency.

After teaching in the elementary schools I was assigned for a 5-year period until 1970 to the New York City Board of Education's federally funded manpower development training program where I served as basic education teacher and supervisor, teacher in charge of a training facility and cordinator of the on-the-job training component.

During this assignment I was in contact with hundreds of young and older black and Puerto Rican men and women who had come through a segregated, inferior, school system. Although they had spent the legally required time in school, they nevertheless had to enroll in manpower development training seeking a second chance in education.

Their reading and mathematical skills were limited; they had minimal marketable training by which to make a living; they needed help in finding and utilizing the many resources of this rich society in which we live; perhaps most damaging of all was their extremely low self-concept.

I found that, at a time, when secretaries were greatly in demand, trainees who had completed their stenography and typing training were lacking in confidence and found it difficult to believe that there really were employment possibilities for them.

They needed a great deal of reassurance and bolstering before they could apply for a job. Their exposure to negative education had taken its toll. This is not to imply that these were people lacking in ability and and talent; indeed, on the contrary, they had had to summon up unusual resilience and stamina to exist on very little and in the face of overwhelming problems.

The tragedy, in many cases, was their lack of knowledge of their own strengths and gifts. It was remarkable that their enrollment in the manpower program represented a willingness to give the system another chance at providing the education to which they were entitled. Unfortunately, for too many of these trainees, the results of this second attempt were no more successful than the initial one had been. This lack of success in manpower was due to poor and insensitive administration which has survived despite widespread and organized community concern.

There is no evidence of a disposition for change.

How then does public school segregation relate to this syndrome of failure? Is the presence of white children in a classroom the key to learning for black and Puerto Rican children?

My own extremely strong belief is that there are many reasons for the inadequate education in schools attended by black and Puerto Rican children. I would repeat once again that one factor is the far too prevalent concept in our society shared by far too many people that black citizens, young and old, are somehow inferior, need less opportunity and can get along with mediocre offerings in many areas: Housing, employment, education.

The existence of these erroneous and unfair concepts influences our schools of education which prepare our teachers and administrators, our boards of education which have the responsibility for equipping, supervising, supporting, and maintaining our schools, and our teachers and administrators who are charged with educating our children.

It was not uncommon a few years ago for parents of black and Puerto Rican children to receive written reports or verbal comments which described their children's programs of progress in such terms as "doing as well as can be expected."

An honest evaluation of the progress would indicate that the child in question was not doing very well and the expectation was very low.

Black and Puerto Rican parents are rightfully demanding accountability from the schools today. It is perhaps interestingly ironic that one of the excuses, formerly, and perhaps even presently given for the lack of achievement of minority group youngsters was "their parents don't care—they never come to school to see about them." On the other hand, black and Puerto Rican parents of today who are making legitimate inquiries about their children's education are often labeled "troublemakers" or "militants."

No, I do not think that the presence of white children in a classroom with black and Puerto Rican children is the magic formula for improvement of learning. However, and I speak out of my own experience, having attended a school which was not segregated, the teacher who faces an integrated class may rise to the task of teaching children.

In addition, education as we all recognize does not consist solely of information given by teachers or gained from books. It also occurs in perhaps more meaningful terms in daily and continuous experiences in which children engage.

Black, white, and Puerto Rican children could learn most realistically from each other. The societal built-in false notions that somehow skin color relates to ability or the lack of it could be punctured and seen as invalid when children begin to relate to, appreciate, and evaluate each other.

While I have witnessed the damaging results of segregated, inferior education as it affects black and Puerto Rican children, I am also deeply aware of the negative aspect of segregated education on white children.

Their school experiences, and in this day of ingrained segregated housing patterns, their out of school experiences are unreal in their exclusion of contact with children of other ethnic backgrounds.

They grow up in our society with false notions of superiority based on such artificial factors as race. They are therefore totally unprepared when, in their adult life, they are exposed to black or Puerto Rican people whose mental capacity equals or surpasses theirs.

It comes to many as a rude awakening, because of their previous limited experience and the frame of reference in which they have developed, that there is no relationship between race and ability. It is equally true that the segregated school system does not prepare the black and Puerto Rican youngster for positive contacts with other people.

There is a tendency in our society to create new proposals for old problems—these proposals, while well intentioned, often overlook existing programs which with adequate support could achieve the desired goal.

There is also a pattern of bahavior by which we, as a society, react on a continuing basis, to crises which arise giving sometimes little thought and implementation to ways of avoiding these crises.

Our interest, once the fire has been presumably put out, however, does not remain on the same level of concern. Instead we leave the fire to smoulder and burn again because there has been little meaningful attention paid to causes.

It is with ironic interest, therefore, that I note the contents of Public Law 90-576; title I—Vocational Education.

Part D—Exemplary programs and projects, and part G—Cooperative vocational education programs, which have particular relationship to my program, high school redirection.

We are working in a program initiated under crisis conditions in the spring of 1969, a time when several Brooklyn high schools found themselves faced with violence and destruction. The high school redirection program has received only minimal support and is presently trying to exist under extremely difficult conditions.

We note that in 1971 while the scene of difficulty seems to have shifted somewhat to schools in other boroughs, there is no assurance that the fires have been extinguished.

In the face of little administrative support, totally inadequate housing (we occupy part of a building built in 1872), and uncertain and delayed funding, we have nevertheless at high school redirection, conducted a viable work-study program which is affording young people, previously designated as failures, an opportunity to remain in school while working alternate weeks.

The program will graduate 37 students in June 1971, 13 of which have already received firm college acceptance. These results could be greatly increased if the format of this program were implemented on a more decisive and diversified basis.

The staff has accumulated in this experimental pilot program a valuable body of knowledge which should be tapped and utilized on a widespread basis.

My concept, perhaps an idealistic one, is that the challenge of education is most important in the area of preparation of young people for a rational, constructive, and healthy life in a world in which diversity is significant and essential.

The fulfillment of this task requires early and continuing situations in which children can learn to respect and acknowledge the dignity of self and of others. It is out of this mutually beneficial experience that, perhaps, one day our adult world will be less ridden with racial tensions and false feelings of superiority and/or inferiority, and will enable each individual to recognize and achieve his true potential.

Mr. PUCINSKI. Thank you very much, Mrs. Joseph. Perhaps if it is agreeable to the committee, it would be best to have all three of our witnesses make their statements, and then we can interrogate the witnesses as a group.

So we will now proceed with Mrs. Bostic. Do you have a prepared statement?

Mrs. BOSTIC. Unfortunately, I do not.

Mrs. CHISHOLM. Let me explain some things which I did not explain to the committee earlier. Mrs. Bostic did not have an opportunity to write a prepared statement, but I asked her to come to testify anyway.

Mr. PUCINSKI. Fine. Why don't you proceed?

Mrs. BOSTIC. I am Dorothy Bostic, the director and founder of Brooklyn Junior Academy, which has a day-care program. I am active with the parent-teacher associations. I have been president of two.

We have in our program at Junior Academy, a Headstart program from 1965 to 1970, where we were able to operate with 132 children during the summer months of July and August. It was quite successful and quite rewarding to the parents. The parents of the 4-year-old group would have their children to come back to that same Headstart program the next year because of the trained teachers.

With Junior Academy, we have children from nursery, 3-year-olds, through the eighth grade.

We have been in operation for 20 years. We first graduated three children. We happily will graduate this year 30 children, and they do take the exam for the best high schools in Brooklyn.

They will go into music and art, Bronx High School of Science, Stuyvesant, and several others.

We are very proud of these children because they come from all over Brooklyn and Queens.

In our area, we do—which is the Bedford-Stuyvesant area, on Quincy Street, near Ralph Avenue—we have 100 to 150 children to come to Junior Academy as 3-year-olds and graduate. We like to get these children when they are 3, 4, and 5, and this brings in the day care centers. We do feel that if you have the child, then a child that age, then you have the family.

With the family, you begin to teach mothers and fathers and siblings the importance of education, the importance of children coming to school, the importance of children learning how to get along with others.

We feel that an early education is so important for all children to go on to higher education.

We have been able to, this year, have nearly 700 children we are servicing. We have eight buses to pick up the children, and we take them home.

We have licensed teachers from nursery with day care status with degrees; we have 75 people on staff. We are integrated, and we have an integration of children and of staff.

I would like you to ask me any questions you have in mind, and maybe I could better explain to you what Junior Academy is doing today.

Wherever we go, we seem to be able to enhance the program in the community. We do have parent participation from the community with the Headstart program.

With our staff, we began in 1965 with paraprofessionals, which they have later called paraprofessionals, but parents came in and worked with the group.

In Junior Academy, we still have paraprofessionals working with the Junior Academy students. They volunteer their services, and they are on payroll, too.

Maybe I should let you ask questions from me later. I would like to say that I would be very happy to present this on paper to the committee within the period of time that you wish.

I can supply more information on the day care center and Headstart.

Mrs. Chisholm (presiding). Thank you.

Dr. Trent?

Dr. Trent. Thank you. I appreciate the opportunity to speak to you today about what I consider to be one of the most critical issues in the contemporary United States, and that is the topic of school segregation and the need for equal educational opportunity for all children of our country. I speak to you primarily as one who spent some 21 years of his life beyond the undergraduate degree working in education and juvenile delinquency, both in this country and in Puerto Rico, and West Africa.

I have a statement which I would like to submit to the committee next week. What I would like to do now is summarize very briefly the way I see the situation and offer a few suggestions which in my judgment make a lot of sense.

(The statement referred to follows:)

Statement by Dr. Richard D. Trent, President, Medgar Evers College of the City University of New York

I wish to thank the Subcommittee for inviting me to speak on this very critical topic of school desegregation and the need to provide equal educational opportunity for all children in our country.

Equal educational opportunity for all should be defined. The term does not just mean that a school, a community, or a State should provide adequate facilities, trained teachers, books in the library and the like. Equal educational opportunity means that it is the responsibility of the school and the community to educate all children toward productive roles in society. It means that all children should be provided by these agencies with an educational experience of quality. We must pursue this quality not only through the acquisition of skills, but also in *human terms*, such as in the nurturing of self-respect, dignity, trust, freedom and integrity.

Many of us are vitally concerned with eliminating school segregation and providing equal educational opportunities for all children because we know from personal experience the pitiful human waste, hate and bitterness produced by lack of opportunity and by racist segregation practices. However, denial of educational opportunity and school segregation continues to plague the educational institutions of this nation. Two examples illustrate the problems we face:

(1) James Coleman, a sociologist of John Hopkins University, conducted a national survey for the United States Office of Education in which he studied intensively the relationship between equality of education opportunities and factors related to pupil's academic achievement. Professor Coleman was able to use a large number of standard measures of school "quality" and then compare schools attended by Blacks and schools attended by Whites along these parameters. After an exhaustive analysis of this data, he reported that the educational resources brought to the school by children as a result of their home influences were exceedingly important in increasing each child's academic achievement. The Coleman study indicated that if our schools were racially or economically homogeneous, the working class and Black children would be seriously disadvantaged.

(2) A study published several weeks ago (May 1971) by Birnbaum and Goldman of the Center for Social Research of the City University of New York, indicated a number of differences in the academic achievement of Black as compared to White high school students in New York City. The results showed conclusively that Black and Puerto Rican students not only achieved significantly lower grades than Whites, but that they more frequently "dropped out" of school—or more accurately, were thrown out of school more frequently than White students. Birnbaum's study concluded that student's family income, grades, and race were all related: The parents of minority group students have lower incomes, students from lower income families achieve lower grades, and lower grades are earned by minority students.

From these as well as from numerous other studies it is clear that non-White and poor students everywhere in America are not being afforded equal educational opportunities. It also emerges that the school systems of the country have been eroded significantly by the increase in racial, ethnic and economic residential concentrations which produce very homogeneous, segregated neighborhood schools.

Consider, for instance, the situation among Blacks in New York City. According to the 1970 Census, New York City has now the largest Black population of any city in the United States, almost 1.7 million an increase of 579,000 persons in the past ten years. This increase has raised the proportion of Black residents in New York City from 14 per cent in 1960 to the current 21 per cent. When one investigates the resident areas in which these 1.7 million Blacks live, one discovers three huge population concentrations: in the Bedford Stuyvesant section of Brooklyn, in the South Bronx and in the Harlem area of Manhattan. The application of the neighborhood school concept to these *de facto* segregated residential areas has resulted in massive numbers of Black and White children attending schools which are separate and unequal. Since Blacks could not and still cannot purchase homes in the more affluent White suburbs—they are, in fact, trapped in Central Cities. As a result, about 73 per cent of Black students in the North attend public schools which are predominantly Black. There are more Black Children attending racially segregated public schools in 1971 than there were in 1954, the year of Brown v. Board of Education.

Efforts to insure equal educational opportunities for all our children have been at best anemic. *De facto* segregation in housing is the major cause of the problem, although I make no distinction between *de jure* and *de facto* segregation, since both are rooted in racism.

It is clear that we must rid this country of all practices and policies that result in racial segregation in our public schools. Five immediate steps ought to be taken by the Federal Government.

(1) Measures must be taken to insure changed residential patterns in this country. This can be done by creating opportunities for mixed, open housing which would cut across racial and social class lines. Racist zoning practices

should be ended immediately. Since few voluntary efforts have been made to insure mixed residential patterns, the Federal Government should be prepared to mandate such changes. In addition, until these efforts are successful, certain stopgap methods ought to be instituted, such as merging predominantly Black city school districts with predominantly White school districts of the suburbs.

(2) A deliberate policy of requiring each state to allocate equal financial resources to all its schools and to provide financial assistance where it is needed to insure equal educational opportunity should be implemented. For instance, both the New York City public school system and the City University of New York, both public institutions supported by the taxpayers of this City and State, are experiencing severe budgetary difficulties because of a lack of sufficient State and City appropriations. These institutions and other school systems need additional federal assistance.

(3) Two-way bussing (Whites to Black schools and Blacks to White schools) should be utilized to insure the equalization of educational opportunities. It is important, however, to note here what has happened to Black children who have been bussed into predominantly White schools. In some cases in New York City, these children have been received with hostility and prejudice. Two-way bussing can only provide the opportunity for integration, but we must insure that genuine integration of students, faculty and administration becomes a reality in these schools.

(4) A nation-wide study should be undertaken with the purpose of developing specific criteria for determining teacher and school accountability in the case of pupil failure. It must become possible to hold schools and teachers more directly accountable for the results they produce. However, much more information is needed on a national basis to establish how the concept of accountability—under which schools could be held responsible for the effect they produce on the academic performance and growth of the pupils in their care—could be best implemented. A definitive study is an essential step in providing this data and translating the concept into reality.

(5) Efforts should be made to develop more meaningful and relevant criteria for the selection of educational leaders, particularly school principals and assistant principals. The use of verbal tests and other selection methods not directly related to the skills necessary for successful administrative leadership ought to be discontinued immediately, and more relevant selection criteria should be adopted nationwide.

Finally, it remains to be said that the challenge of desegregation and providing equal educational opportunity for all our children must be resolved now. If it is not, we run the risk of continuing our slide into an even more serious separation of the races and social classes particularly in places like Bedford Stuyvesant and Brownsville—a separation which will inevitably tear this nation apart. If this challenge is substantially met—as it undobutedly can be, if men and women who hold political power in Washington and in State capitols show their resolve, courage and determination—we will be able to look back on this period of adversity—smile—and move on to higher levels of national achievement.

Dr. TRENT. First, the definition of equal educational opportunity. To me, this term does not mean that a school or community or State should provide only facilities and teaching staff and libraries, et cetera. What it means to me is that the responsibility of the school and of the community is to educate all children toward a very productive role in our society.

It means that children should be provided by these agencies with an educational experience of quality. This infers two things: One, with respect to the level of skills which the kids can and should develop, and equally important in my judgment, the development of certain human traits such as self-respect, dignity, trust, freedom, and integrity.

Most of us are vitally concerned with school desegregation and with providing equal educational opportunity, since so many of us have seen the pitiful human waste and damage which has been produced in our country by lack of opportunity and segregation.

I am not going to bore you by citing all of the cases and the evidence to document this tragic waste since that has already been done by many colleagues.

I would, however, like to direct your attention to New York City. Looking at the city now, particularly in terms of the black population, the 1970 census shows very clearly that we have the largest black population of any city in the United States.

In fact, it is almost 1.7 million people, an increase of some 579,000 since 1960. The black population, incidentally, of New York City now comprises some 21 percent of the total.

What is important here is to investigate where these 1.7 million people live, and when you do, what you find is a huge population concentration in basically three areas. The Bedford-Stuyvesant section of Brooklyn, the South Bronx, and the Harlem section of upper Manhattan.

With the application of our traditional neighborhood school concept to these de facto segregated living areas, the result has been massive concentrations of black children in schools that are both separate and unequal.

Since the blacks could not purchase properties in the more affluent white suburbs, they are in fact trapped in our central cities. As a result of this, some 73 percent of black students in the North—I am not talking about the South at this point, at this point I am not even concerned about the South—but the 73 percent of the black students in our North, the great liberal North, attend public schools that are predominantly black.

In fact, there are more black children in racially segregated public schools in 1971 than there were in 1953, the year of the historic *Brown* v. *Board of Education.*

It is very clear to me and to many of my colleagues in our profession that we must rid this country of all practices and policies that result in racial separation in our public schools.

I make no distinction at all between de facto segregation and de jure segregation. Such distinctions to me are completely fallacious since both concepts are rooted in racism, as Senator Ribicoff and other courageous political leaders have indicated recently.

I would like to propose, however, five steps which may help in terms of resolving the issue:

No. 1, de facto segregation in housing is what produces the kinds of strange public schools we have, not only in New York City, but throughout this Nation.

In my judgment, therefore, the Federal Government should take measures to insure changed residency patterns, provide the opportunity for open housing, and end viciously racist zoning practices, and organize heterogeneous housing by cutting across social and racial lines.

Secondly, I believe the Federal Government should pursue a deliberate policy of requiring each State to provide equal financial procedures and resources to all its schools and to give financial assistance where needed to insure equal educational opportunity for all children, black, white and/or green, but for all children.

For instance, right here in New York City, despite the high per capita income in this State, at the present time both the New York City public school system and the City University of New York, both institutions supported by the taxpayers of this city, and this State, are experiencing very severe budgetary difficulties, because of our current lack of State and city support.

It is in fact so difficult that it may mean that several of our new colleges, including my own, may not open.

I consider this a national scandal.

Thirdly, I should suggest a two-way busing process until we change the housing patterns of the country. We should bus whites to black schools and blacks to predominantly white schools.

We should do this in order to insure equal educational opportunity.

It is important, however, to note what happens to the black children and particularly the Puerto Rican children in this city who have been bused into predominantly white schools.

In some cases in this city, these children have been received with hostility and prejudice. The two-way busing process can only provide an opportunity for integration, and an opportunity for improved quality of education, but we must see that real integration does occur in these schools, and by real integration I not only mean integrated student body, but an integrated teaching faculty and integrated administrators. Fourth, I should suggest that a national survey be undertaken in order to develop specific criteria of teacher accountability and teacher effectiveness.

Is it true, for example, that, as Coleman, one of our well-known sociologists at Johns Hopkins, has pointed out, that teachers with the most effective verbal skills are the most effective teachers, all things being equal?

My own experience, what I have noticed is that the attitudes of the teachers toward the children and the teachers' expectations of the children are the most critical characteristics in terms of working successfully with kids.

Lastly, No. 5, I should suggest that efforts be made to develop more meaningful and more relevant criteria for the selection of educational leaders, particularly school principals and assistant principals. The use of IQ tests and other selection methods which are not directly related to the skills necessary for successful administrative leadership ought to be ended immediately, and more relevant selection criteria used.

Finally, I would very much like to take this opportunity to say that this challenge of desegregation must be solved, or we run the risk of sliding into even more serious separation of the races and social classes in places like Bedford-Stuyvesant and the south Bronx.

These separations, I believe, will inevitably tear this Nation apart unless we resolve these issues. If this challenge is met, as it can be if men and women in Washington like yourselves and in the capitals of States who hold political power show courage and determination.

I think we can look back on this period of adversity and perhaps move on to much higher levels of national achievement. Thank you very much.

Mrs. CHISHOLM. Thank you very, very much. Now we are going to open the panel for questions from the committee, and at this time we will ask Mrs. Hicks, would you like to ask questions?

Mrs. HICKS. Mrs. Joseph, I am interested in the high school redirection program. I noticed you said you had accumulated a body of knowledge.

In Boston we have a school that we have dropouts, and we have a program in this same area, and I would be very interested in getting some of that data to send it to the superintendent of schools, because I think maybe one of the problems in our school district is that we don't share enough, you know, and if it would be at all possible I would like to have somebody from our school system get in touch with you relative to this program.

I would hope that under one of these bills and under the programs that are already instituted in Washington, that you could get the funding for it.

I would hope that you would appeal to Washington to the education committee. This is certainly in the area where we could present to them the information, and the chairman has such a bill.

So that I wanted to compliment you on the presentation and particularly on this program, and if I may direct myself to Mrs. Bostic relative to your school that you have, the private school, how are your students selected?

Mrs. BOSTIC. They apply and if we have space we accept them. Many of them come from public schools where they have had problems, I would say problems in discipline, and we are able to work with the parent in the home, and we work very closely with them.
there?

Mrs. BOSTIC. No. We open the school up in July and August and after school programs for the community.

Mrs. HICKS. Thank you.

Mrs. BOSTIC. We are housed in a public school building and——

Mrs. HICKS. Doctor, with regard to the bill before this committee at the present time, will you tell us which bills you would support, which ones you would prefer?

Dr. TRENT. I am sorry. I have not had a chance to read those bills. I have been so horribly busy. We are in the process of opening the college in 6 weeks, providing we have the budget. I plan to read the bills, however, and very carefully.

Mrs. CHISHOLM. Mr. Badillo?

Mr. BADILLO. The bills we have before us, Dr. Trent, are based on voluntary plans to bring about integration as opposed to the Ribicoff proposal which would mandate it. Do you think it would be possible within the city of New York to bring about a measure of integration on a voluntary basis?

Dr. TRENT. I don't.

I support Senator Ribicoff's bill 100 percent. I felt dejected when a so-called liberal Senator, Senator Javits, did not support that. I admire Ribicoff.

He knows what the problem is, and he has the courage and the guts to do something about it.

Mrs. JOSEPH. One of the things we are proud of is that we have black, white, and Puerto Rican children traveling from all over Brooklyn to Williamsburg. I agree we have to use something more than voluntary means, but I think we can take a little bit of information from schools like the high school of music and art, and the Bronx High School of Science. I think if education becomes quality education, and is meaningful to students, they're going to seek this out, be they black, white, or Puerto Rican, and we need to do something in innovative and quality ways in terms of our schools.

Mrs. Chisholm. Mr. Veysey.

Mr. Veysey. Thank you, Mrs. Chisholm. I want to congratulate you for bringing such a distinguished group of educators to us today. As the chairman has said, it is very good for us to get away from the banks of the Potomac and to hear about the problems where they really are and to have you tell us how to grapple with them.

Mrs. Joseph, first of all, you told us that this self-image problem is a difficult one. That is the problem for so many black young people, Puerto Ricans, brown skinned, whatever, that it really turns them back, in the first, second, and third and fourth grades.

You say they come eagerly the first year and then that disappears, that we work it out of them somewhere or other along the line.

They have you listed here as being from the Brooklyn Vocational High School for dropouts. That is the name of your school?

Mrs. Joseph. The name of my program is the high school redirection program.

Mr. Veysey. I understand that. The name of the high school?

Mrs. Joseph. The name is the high school redirection program. It was originally under the Manpower Development Training Act. The title there, however, is not correct.

Mr. Veysey. I thought that invoked all the negative terms that you could possibly put in one sentence. The term "vocational" has had negative overtones for many people, as being, you know, kind of a second rate program.

I think that is very unfortunate.

Mrs. Joseph. There is a reason for that. Again, I think the element of choice is so important here. I would like to call the students in my program, instead of potential dropouts, I call them potential push outs.

Students are slotted by counselors into vocational high schools with little regard as to their interest, whether or not there is a job there, and whether or not they are able to do the work.

I think it is this kind of mandating situation that results in negative image of vocational education. On the other hand, we find we have been trying to set up an industrial shop for some of the boys. We have not had the room physically.

We share a building where there are shops which we are not privy to use. Our students have looked at me many times and said, "Can't we use that shop? Why can't we go in there and do that?" So I don't think vocational training has to be a negative thing for youngsters. But I think it has been offered in negative ways. "You go there, you are not qualified to go to an academic high school and go to college."

Mr. Veysey. I think you are right about that. Some of the vocational people really turn the tables on us, because many of them drop out of school and become plumbers and make $18,000 or $20,000 a year, whereas if they stay in school and become a teacher, they make $8,000 or $9,000 a year.

The vocational thing, however, does have a kind of negative image. Are you doing anything to try to really integrate vocational and academic types of instruction so that there is no distinction between the two aspects?

Mrs. Joseph. Our program is set up so that students are working with city agencies and in some cases private industry, while the other half of the student body is in school. They are getting academic instruction, group counseling and skills training. We hope to expand that skills training if we get proper housing for industrial skills training.

Mr. VEYSEY. Do I understand that is being done more or less to meet the individual needs of the student, a different mix for every student——

Mrs. JOSEPH. Students are individually programed.

Mr. VEYSEY. I think that is wonderful and I am awfully glad you are doing it. I detect a difference, where you say that regardless of home background or color of skin or poverty level or anything else, that a child in the first year or second year comes eagerly to school, ready to learn, ready to go, and somehow we turn him off. Yet Mrs. Bostic has stressed, and I have kind of been brought up this way, the importance of getting them very early, preschool, or Headstart, or whatever else, and bringing the family in at that age level.

It seems to me you are saying to us two different things here are most important. Can you straighten me out there?

Mrs. BOSTIC. I don't know whether I can straighten you out or not, but I will try very hard. We have experienced the fact that when we get them at 3, 4, or 5 where the parent has to be involved, whether it is Headstart, or whether it is a private school or a day care center, this gives the child the perspective that we are looking for, and we, of course, encourage it.

We encourage the parent to come and to become active, to follow the child. We have also found that it is very, very effective because we are also educating the parent along with the child, and this is the reason I am so sure that we have as few problems getting into the various high schools and getting our children ready for this higher education than you do in public schools where there are many, many children and you don't have this followthrough with family.

Mr. VEYSEY. Would you agree with Mrs. Joseph, though, that when that child first comes to school, he does not have very much of this negative feeling, he is eager and ready and willing to go, but something happens after that?

Mrs. BOSTIC. I don't know whether we are talking about two different children. I feel that the children who come to school at the age of 6 for public education are willing and ready for education, and I think it was Dr. Trent who said that we must go and be sure that we have the type of teachers and the type of direction that these children need when they come and they are so anxious to learn.

You see, with a smaller operation where the teachers are trained to follow through with the children and the family, you have this straight through to the eighth year.

This is the unique part about junior academy. I personally don't feel that you can just drop a child in sixth grade.

If you take him over the hump in the junior high school, the seventh and eighth grades and place him into a high school, ninth grade, he has a different image of his perspective.

Mr. VEYSEY. Let me turn to one point that Dr. Trent raised. One of the several recommendations he is making, that it is very important that the criteria of accountability be established I think you suggested this might be done by means of a national survey. This survey would be among educators; is that your thought? Who are you going to survey?

Dr. Trent. No, no. What I had in mind was something of this order. Perhaps the U.S. Office of Education may want to take on a job of this nature. What I suggest that they do——

Mr. Veysey. Who do they survey, the whole population?

Dr. Trent. No. The idea would be to find very effective teachers in some of the more difficult so-called "ghetto" schools, and then to study these persons to try to find out what it is that makes these persons successful. What produces a teacher who is able to do the job in a country that labels the kids?

What are the qualities of that person, what goes into this person? Is it administrative leadership, is it kinds of teacher training, is it related to the social climate of the school?

There are many differences and points of view among educators on this. There are some, for example, like Coleman who argues that the child's home background is a critical factor in achievement.

I don't accept that at all.

Mr. Veysey. You are saying right off that we won't be able to agree on what the criteria are. Some people in education would say the most important thing about an educator is how much money he is able to get into the school to make a bigger thing of it.

You know some that would say that.

Dr. Trent. We would not accept that, though, would we?

Mr. Veysey. I would not.

Dr. Trent. I certainly would not.

Mr. Veysey. Others say that it is how much educational output comes out of that establishment.

Dr. Trent. The thing I am getting at is a very straightforward thing. A teacher should be expected to produce a product, and should be held accountable for producing a product. That is why we pay the teacher.

Mr. Veysey. We could say that competence in some skills would be one thing.

Dr. Trent. Yes.

Any teacher who is teaching a high school class and the kids can't read at that level, something is wrong. We have to investigate and find the causes of the problem.

Mr. Veysey. Why do you suggest we do this nationally? Why don't we do it district by district or even school by school?

You have some who are doing it and some who are not doing it right in every school around here.

Dr. Trent. Because I think you are dealing with a national problem. I think it is a national responsibility.

Mr. Veysey. You are not going to do it, then, until somebody in Washington figures it out and sends it down?

Dr. Trent. You are putting us—obviously, if we could persuade the very harassed mayor of New York City to do this——

Mr. Veysey. People in education are going to figure out those criteria. Some will, and some won't but can we get them to recognize that problem as you see it, and to go with you and do something about it?

Dr. Trent. As you probably know, many of us have been studying this problem, as I indicated. I have very strong feelings based on the evidence I have read and seen in my own experience. It is a feeling that one of the most important criteria has to be teacher attitude and the attitude specifically of the teacher with respect to the potential achievement of the children.

If I am your professor and I make certain assumptions about your lack of ability to learn, this is going to affect our whole relationship.

Mr. Veysey. Yes.

Dr. Trent. It does not matter whether you are 5 years old or 50 years old.

Mr. Veysey. Hadn't we better stop saying let the department of education do it or let Mayor Lindsay do it?

Shouldn't we do it in the school?

Dr. Trent. We are doing some of it, but I think there are certain basic issues that are national issues. Like the issue of housing, de facto housing is a national problem.

Mr. Veysey. Let me say that the schools are not going to solve that problem, either.

Dr. Trent. I agree completely.

Mr. Veysey. The schools have another capability, and if you go out on the housing thing and excuse everything in education because of housing, that is getting us nowhere.

We had better talk about education.

Dr. Trent. I am not projecting anything on housing, except the residential patterns and de facto segregation account for the student population of the neighborhood schools of the country, and if you want to attack and break the problem of segregated schools, I think you had better look at a national basis of housing.

That is all I was suggesting. I think it is a critically important factor.

Mr. Veysey. I think if we wait to solve that one, education is going to go down the drain while we wait.

Dr. Trent. I am not suggesting waiting. I hope you realize what I am talking about. There are a lot of short gap things we could suggest, the Princeton plan, for example, and I am not concerned with those at this stage.

I think we have to look carefully and cooly at the basic causes of the problems, and start tackling those problems head on.

Mr. Veysey. Maybe one thing we have to do is agree on criteria and objectives.

Mrs. Chisholm. I would like to make a few observations. First of all, I appreciate the three of you coming before the committee, because one of my contentions for such a long time has been that those who draw the blueprints for education in our society are usually those who have been living in the academic towers for a long time with a certain kind of background that does not relate to actual, real meaningful experiences with the children whose lives they are trying to determine educationally in this country, and that is one of the real problems that confronts us today in New York.

But there is something Dr. Trent said that is so basic. First of all, all of us have to recognize that the reason we are spending so much time on this question of school desegregation and the amount of money we are going to put into the bill this year and next year is due to the fact that there exists a housing pattern that is national in scope in this country, and because of this housing pattern, it naturally follows that the schools are going to reflect the makeup of the particular ethnic population.

Conversely, it follows further that the black and Puerto Rican children therefore find themselves in school situations where you do have separate but unequal facilities.

Therefore, if we are talking about doing something about desegregation of schools in this country, which is escalating more and more, we have to talk really meaningfully about something that a lot of us do not desire to face, and that is this question of the two-way busing process.

If we are going to do something about desegregation until the day should come in this beautiful America when children and parents will be able to live in completely integrated neighborhoods, the two-way busing might be an avenue that could be utilized.

But we know very well in terms of two-way busing that if we tried to project that to the white majority of this country today, they would not accept. The reason they will not accept it is that the schools in the black community do not have the kinds of academic programs and preparation that they want, and justifiably desire for their children in order to be able to cope in a highly automated and technological society.

Therefore, we should find ourselves in the position of having a national mandate of making all schools equal in such a way when we do institute this two-way busing situation, that there would be no equivocation or hostile feelings about whether or not people's youngsters are going to get a good education. They would be getting a good education if we have quality, and they would be getting something more that is so necessary in this country today: the opportunity to learn to live and work with other ethnic groups and other people, because after all America is still a multifaceted society.

But until we begin to sweep some of these things out from under the rug and really face realistically what our country is composed of and what our country is faced with today, we are going to continue with our beautiful rhetoric and spending millions of dollars on educational programs without really attacking the cancer at its root.

I feel, Dr. Trent, that this is possible and interesting, the two-way busing process, but before we can institute that so that it is acceptable to all concerned, we have to make sure that the schools are equal in every way.

Further, we know that in terms of busing, and I have said this before, and said it publicly, I for one would not want to send my 5- or 6- or 7-year-old youngster to a community that is hostile, so that when he returns to his home district he has been damaged psychologically.

Black children cannot deal with the hostility of white adults in a community that is not ready and cannot accept the brotherhood of man.

When you bus them how are they received? These are very deep factors that must be considered.

If we are going to have two-way busing it has to be a national mandate.

You cannot expect the local communities and the States to voluntarily comply with two-way busing knowing that this United States of America is composed of 50 States and that we do not have a "national" attitude toward all people.

It will have to be a mandate from the Federal Government that says "for every child in this country, regardless of race, creed, or color, this is the basic approach."

Once that mandate comes from the Federal Government, then we can begin to move.

One other thing: This business of teacher accountability. This is so important. When I was in the New York State Legislature, I had the opportunity to spend 4 months coming back to the District and, unknown to anyone else, I went into the schools in five different sections of Brooklyn, the schools in Bay Ridge, Bensonhurst, Flatbush, East New York and Bedford-Stuyvesant, and I am in the process of putting that material together to publish it; it is going to be a shocker.

When we compare what goes on in these schools in terms of attitudes—and that is the word "attitudes," in terms of curriculum, the kinds of curriculum that you find in schools with a black majority as contrasted to the schools in Flatbush and the Bensonhurst areas, it is revealing.

There you can look at something as seemingly unimportant as teachers standing by the school door at 3 p.m. while the groups are getting ready to be dismissed, and see in certain sections that the teachers run 1 mile before the bell sounds, and in other areas the teachers waiting for the children to leave.

Why don't we face it? Racism is so deep and inherent in our Nation that until we actually begin to deal with it we are not going to be able to solve the problems in education, in housing, in employment, or in anything else.

Therefore, in conclusion of my little sermon, all I want to say is this: I hope our subcommittee as a result of having come to New York today to get some additional points of view from people who know where its at, and people who can tell it like it really is, and people who are not afraid to face up to some stark, raw, naked realities that lots of Americans don't want to deal with, that we in this committee who have a responsibility in the educational area will be able to move in the direction of being meaningful and being relevant, and not always in the direction of more buildings, more money, more staff, because that is not going to solve the problem.

We need all of these things in education, but in addition to that we need most of all is an attitude, an attitude coming from those who are responsible for the training of our children, both black and white, to meet this society's problems.

Our chairman, I know, has some questions, and until he is able to get back, I know that some of your have some additional questions.

Mr. Badillo may want to ask additional questions.

Yes, Mrs. Joseph?

Mr. **Joseph.** I want to indicate that I heard the conversation about teacher accountability and also about criteria in terms of what makes a good teacher. When you ask this question, perhaps in addition to asking the boards of education, or educators, we need very desperately to ask the students who are served by these educators and the community that is sitting there seeing their children not educated.

I think that for too long the educators, the board of education in New York City and the board of examiners have been setting criteria in terms of skill level and the students and the community have lost patience.

Mr. VEYSEY. Mrs. Blanche Lewis this morning spoke eloquently to some of those concerns.

Mrs. BOSTIC. I agree with those, and I think we take it further with Mrs. Hicks. If we shared more of our problems and our progress and our successes with one another, we would have a better educational system.

I do feel, though, that the White House Conference on Children was a remarkable meeting. I think it serviced many people. I would like to see it not every 10 years, where we were able to share many of the things that we found in different areas of the country, and I would like to see it held at least every 5 years rather than every 10 years.

Mr. PUCINSKI. You have done a very fine job of chairing this portion of the hearing, and I want to congratulate you.

You have a great future as chairman of this committee. And your day will come.

Mrs. CHISHOLM. Seniority.

Mr. PUCINSKI. First of all, I want to thank you for being here. I want to congratulate you people for having such an excellent Representative in Congress.

We have been very much impressed this morning with the witnesses that Mrs. Chisholm has provided us, and earlier this morning the witnesses that Mr. Badillo and Mr. Biaggi helped put together. We thought we had an excellent panel of witnesses and I can tell you that Mrs. Chisholm is going a great job in Congress.

I will give you a public report on her activities.

Very good.

Anyhow, this $1½ billion package which is called an Emergency School Aid Quality Integration Act of 1971 sets up a very broad program affecting almost every school district and almost every school in every district.

This bill differs from the House version in that in the House version that we passed last year we made funds available to those schools and school districts that were undergoing integration.

The whole idea was to provide funds to those schools to improve the quality of the program so that you have addressed what is becoming the most serious problem in education today, and that is resegregation. We are finding that a school that is all white becomes integrated and then becomes resegregated in a period of 36 months. After that, you have no place to go. You cannot go to the courts, you have no place to go.

So the bill last year was designed to try to help those schools, and the Senate bill goes much further.

The Senate bill requires that a school district in order to qualify must present a comprehensive plan which would provide that every school in that district will have to have a proportional distribution of students, including a pro rata number of minority students in direct ratio of the total number of minority students in the school district.

I was wondering, given this broad difference between the two bills, whether you would have any thinking on the subject and any ideas.

What I am troubled with in this legislation is what will this money be used for after we have given it to the school district?

Now, the Senate bill spells out a number of programs, use of new curricula, practices and techniques, and instruction in the language and cultural heritage of minority groups.

I am not too sure, but I think this may very well again mean that if you have a large Puerto Rican population in New York, you are going to have to teach all the children some Spanish so that they can communicate with each other, Puerto Rican and otherwise, in order to qualify them for this bill.

Some of the other provisions are set out in the bill, and it permits administrative and auxiliary services to facilitate the success of a project and a number of other uses.

Now, how would you use this assistance in each of your three schools? How do you envision a program of Federal aid to help you overcome the problems of integration?

Dr. Trent?

Dr. **Trent.** In my case, I don't think your question would apply, because I am at the City University of New York. Since last year we have had a policy of open admissions wherever high school graduates in New York City after 1970 automatically have a place in one of our 20 or so units.

We have a centralized processing, and students apply on a general application form. They have the opportunity of listing six colleges. This whole process is fed into a rather complex computer, since we have generally each year around 60,000 high school students who apply to us.

In my own case, my college will be completely integrated, as will be every college in our university system.

Mr. **Pucinski.** But you don't see setting up a quota, do you?

Dr. **Trent.** No.

Mr. **Pucinski.** The problem that I see in the Senate bill is that it sets up a quota system, and I am not so sure that when you set up quota systems you are not really kind of whistling into the wind, because aren't you really defeating your purposes when you start setting up quotas?

Dr. **Trent.** No; I don't think so. In our case, and let me take a step back. Before the city university had open admissions, what we used to do was to admit only those students in the higher academic categories. We used to use an index, half of which was scores on the scholastic aptitude test.

The other half was the student's high school averages. What this meant in most of our senior colleges, prior to the open admissions policy, if you look at the student enrollment, it would never be more than 3 or 4 percent nonwhite.

Since we have instituted open enrollment, those same colleges now have 15 to 17 percent nonwhite. I am not against quotas at all. It seemed to me you have a very, very serious national problem, but caused, as I indicated, by the traditional housing pattern, plus the widespread application of the neighborhood school concept.

It seems to me you have to deal with the problem any way you can.

Recently one of your colleagues in the Congress suggested that we mix the districts, that we combine white suburbs school districts with the black inner city school districts. This was voted down. I think it is a good idea, but it does not really touch on your basic problem.

Your basic problem is that you have to find ways of overcoming the racism that again manifests itself in so many policies of the country. That is the problem.

Mr. PUCINSKI. I am trying to find out, and we have a tough decision to make in the House on this bill, and we are trying to find whether or not this concept will work and if this won't, what will work.

In other words, what would you want, Mrs. Joseph, if this money were available?

You were writing a desegregation bill to help schools overcome desegregation problems. What would you want to include in that bill, and how would you spend the money?

Mrs. JOSEPH. I would want to start very early in the primary grades, because I think in terms of attitudes and ways of changing—and this will take a while—but in terms of changing our country and our society, you know, if a black student named Johnny sits next to a white student named Bill, and learns to relate to him as a person from an early age, whether it be 4 in Headstart or 5 in kindergarten, and they continue that kind of situation, even if we have to mandate it, he grows up to be the kind of person who does not think twice about renting his house or apartment, or hiring, because he has begun to accept that.

I think education has to perform in that area in terms of helping to change an individual's attitudes. He can only do it by his actual daily experience.

Mrs. CHISHOLM. Could I interject a question?

Mr. PUCINSKI. Yes.

Mrs. CHISHOLM. You really feel then, that we have to center on the young and not the old?

Mrs. JOSEPH. I think it has to begin with the young. As I say in High School Redirection we have black, white, and Puerto Rican students. I think we have a situation where we have not seen overt racial feelings among them, but I know these children have experienced already many damages and many hurts.

Black and Puerto Rican children go out to lunch together, but I am sure they draw the line somewhere. I think we have to begin to abolish this very, very early.

Mr. PUCINSKI. Mrs. Bostic, how would you like to do this?

Mrs. BOSTIC. Of course, I am for early childhood education, but if the money were given to me at this time, I would not want to lose the money.

I would want to use it on these pupils, and I do believe in the minority groups being represented and I feel that you are going to have to use that money to educate the minorities with a certain program to bring them up to the standards of the other group, but I would not make the money go down the drain.

I would use it. I think now they are thinking—I heard that they were considering a precollege course, a 2-year course for pupils going into college because of lack of reading comprehension and what have you, and I am wondering that with this minority being represented in the group if we could not use that money in maybe after school or some area to bring these minority pupils up to the standards.

Mr. PUCINSKI. The Senate passed bill also sets up metropolitan area projects which would require that by 1983 the percentage of minority group children enrolled in each school in the SMSA shall be at least 50 percent of the percentage of minority school children enrolled in all the schools in the SMSA.

This obviously requires an enormous amount of cross busing back and forth, of children from the suburbs being bused into the inner cities.

I was wondering, Dr. Lewis, earlier today took a rather negative view on that subject. I was wondering if you had any thoughts on whether or not this is the way to do this.

Is busing one of the ways of answering this problem?

What is the attitude of the youngsters of the inner city on being bused into outer cities schools for the school hours and being bused back to their home community for the rest of the day and the weekends?

I am wondering, what are the views, and what have you got to say on that?

Mrs. JOSEPH. I was in the elementary classrooms when the first open enrollment procedures came about, and the subject of busing youngsters was not to the suburbs; it was suburbs to our youngsters even though it was 10 minutes from Bedford-Stuyvesant. I went to a meeting only because I was concerned about what kind of environment my children were going into.

I promised myself I would not say anything, and I listened and listened and listened, and I heard, "What are we going to do about the children coming here?"

"We won't have any remedial reading and they will all be juvenile delinquents. We have no lunchroom here. This was 10 minutes from Bedford-Stuyvesant and it was a school building where children went home for lunch.

I finally could not stand it any longer. I happened at that time to be teaching a third grade class of 36 very bright atypical youngsters who were at the other end of the curve. They were third graders reading on the seventh grade level, and testing in math around eighth or ninth grade.

I raised my hand and said, "What provisions are you making for the gifted black child?"

They looked at me as if to say, "There is no such."

I think it is a question, as Mrs. Chisholm indicated, not of where they go, but how they are received. I have to say, and I guess I have been quite a rebel—in the board of education so long that I might as well stay one.

When open enrollment was put into effect, they did not help. They said, "put it into effect," but did not indicate appropriate methods.

There was one principal who got so upset that he met them at assembly and sang songs like "Old Black Joe."

We need to help people to change attitudes, and even if they can't change them inside, to change what they verbalize.

Mr. PUCINSKI. Dr. Trent?

Dr. TRENT. I agree with her completely. I hate to sound repetitious, and it is a quality I am not often accused of, but I am not concerned about the application of quotas. I think we have a very, very serious national problem. As I have indicated earlier, based on 21 years of difficult, difficult intensive work with these children, I think until we really get at the basic causes, we have to do everything we can.

As I said, I am not concerned with quotas, I particularly like the Senate bill. In fact, I am going to study that very carefully tonight. It sounds very good.

Mr. PUCINSKI. Mrs. Bostic?

Mrs. BOSTIC. I have known of children being bused in different areas, and black students were put in a class separately from white students—so what is the need of busing, except to give more space—and special black teachers were brought in to teach these youngsters, and this is true.

So attitudes from the people who are receiving these children as Mrs. Chisholm has said, attitudes of the teachers, and what are the children finding?

They are finding the same thing, not being taught to read, write, spell, or count, and they are together.

Dr. TRENT. Again, our basic issue is how to provide within the historical, traditional context of this country, our own country, of which we are all public servants, how to provide equal educational opportunity for all children, black, white, blue, green, yellow, pink, fat, skinny, we don't care.

We have a responsibility in my judgment to provide equal opportunity for all and we do this for a very good reason. If we want to have the kind of country we all will be proud to raise our children in.

Mr. PUCINSKI. You see, this is the question we are trying to ascertain, whether we can do it with a bill like this specifically earmarked for broad purposes, or whether you can do it more effectively with a meaningful general aid bill to schools wherever they are.

This is what we are trying to find out, what is the best way to go?

Dr. TRENT. I still don't think you're going to avoid, or be able to avoid, mandating. I don't think you can do this on a voluntary basis. It is not going to work. We have had 18 years since *Brown* v. *U.S. Board of Education.*

Last week I had a beautiful article on the number of black teachers who had been fired in the Southern States. Many black teachers have been replaced by white teachers, not because they are incompetent, but because of the attitudes that exist.

You will have to mandate.

Mr. PUCINSKI. If I understood what Dr. Trent—excuse me, Dr. Lewis was saying was that the way to overcome this problem is to make every school so good that it will really make very little difference what the racial composition or religious composition or ethnic composition in that school is.

The neighborhood is going to take care of the integration pattern, and his point was that he did not think that it made much difference in busing children into a white school, when the whole curriculum was white oriented and all the books and all the material was white oriented.

So he said:

What have you achieved if you bring a youngster to a school but you don't give all the children any supportive materials to understand each other better?

Mrs. JOSEPH. That goes back to the attitudes. This means that the white people in the school responsible for the curriculum, are not interested in black children.

Mrs. CHISHOLM. The reason a black parent became interested in busing a few years ago was due to the fact that if their children were going to be able to compete in some way in this society with children from other schools in other areas, they would have to send them to a school that would be giving the kind of curriculum that would put them in a position to compete.

Black people have feelings about their children leaving their own community to go to another one to get an education.

Many others found that when they sent their children to these communities, because of the failure of the receiving community to be ready for this transfer, regretted that they had done it.

Black parents today, in many, many instances are saying:

> We want to be sure that our children have the kind of educational preparation that all other children in this society have, so that when they do leave the world of the school they will be able to compete like everybody else in the world of work.

So what they are interested in is the curriculum and program within the very neighborhood schools that would enable their children to compete.

Because so long as the child is able to get that kind of education, the same kind of equal educational opportunities, he will be able to make it in this society.

I think we have got to see the reasons, we have got to understand the reasons why blacks and Puerto Ricans are busing and accepted busing, and not accept it on the basis of the black kids want to be with white kids and white kids don't want black kids. That is not the issue.

The issue is to survive and make it in a society that calls for certain skills, and without the necessary preparation of this you can't make it.

One other thing, the quota system, I thought as you were talking about the quota system, and your concerns and your feelings about it, and I can understand them. Nobody really likes to talk about quotas but you are looking at the billion dollar desegregation bill here today.

What are we talking about?

We realize that society has not been able to do what it should have been doing for a long time with respect to education. So we have to find answers now to get blacks into trade unions that have not been taking them and did not take them.

We have to talk about quotas. We don't like to talk about these things, but these are instruments that have to be used in a society that has been used then so inherently racist that we have to do it in order to help those people in society to move out.

Therefore, I think one of the things we have to consider is a quota system, like for many years we saw in the universities of this country, Jewish men could not get into the university medical schools because they were Jewish.

So we don't like to talk about quotas. This would not be the first time we talked about them. Quotas are something we have to live with in a society that does not recognize people on the basis of merit, and——

Mrs. Joseph. In training the teachers, I think in their makeup they do not have on staff in colleges the people in the departments of education to ready the people who will come into our schools.

Mr. Biaggi. That is a point I made with Mrs. Blanche Lewis this morning.

I would like to ask Shirley a question.

Mr. Pucinski. May I make this point? In this bill though there is a provision that recruiting, hiring, and training of teacher aides and also in-service teacher training designed to enhance the success of the schools assisted under this act which contracts with schools of higher education, and so on.

So there is a provision here for developing guides and counseling and training of teachers.

Mrs. Joseph. It depends on who does the training. We have been training counsellors for a long time, and we have them in the schools. The counseling they are doing is not very helpful.

Mr. Pucinski. Let me add one final question. You have been very kind to give us all this time. But if you had a choice between a good general aid bill that would cut across the board and help all the schools develop a substantially improved program of education and this bill, which is a categorical bill, which do you think would be more effective?

Dr. Trent. Because of the serious nature of the problem, I would much prefer the Senate bill.

Perhaps 15 years from now, it would not be necessary—15 years from now, it may mean—I don't want to sound too optimistic, but it may mean we need more general education, and this kind of aid.

Mr. Pucinski. You think that general aid to give the schools a chance to improve their own structure, you believe that a specific bill designed specifically to deal with the problem of desegregation is a much more effective instrument?

Dr. Trent. Yes.

Mr. Biaggi. This morning Dr. Lewis testified that he felt—he referred to the magnet school idea. His main thrust was that good quality education was to be provided for everybody wherever they may live and not be set up as just a shining isolated example.

He pursued that theory for awhile, so if you have black studies, you don't really get just one group and relegate just one group to that.

Then I asked him whether he had the same attitude 15 years ago, and he said, "No."

When we had *Brown* v. *Board of Education*, he felt that this was it and that it would work out. He is convinced over the years that it does not work out. The facts sustain his position. We have more segregation now than ever before.

So we tried every device in order to avoid that, but it just has not worked out. So what we find, even talking in terms of quotas and class composition in relation to balance is that you have runaway situations, and you have a repetition of that. Yet we had Mr. Alfred Mathew testify where they have 13 percent white on the West Side of Manhattan and the black and Spanish-speaking people, where they have the open corridor program where they stay and the white people stand in line in order to register—which tells a very important story.

So the message we are receiving is that quality education is the answer.

Now, Congresswoman Chisholm gave us the orginal reason for the busing of children, and it was just to mix black with white. It was a question of getting an education that would put you in a position to compete.

That being so, then staying with quality school would be the answer, and would provide the kind of integration that would last, that would be genuine.

These have been questions that have been raised. Now, Dr. Nyquist was here and he advocated both quality and massive busing, and we asked him how do you do that?

New York City is unique. Fifty-six percent of the school population is black and Puerto Rican. How do you as a matter of practicality accomplish these two objectives?

He did not have an answer, and he has been toying with this problem for a number of years now. My own idea, Shirley, and you and I have discussed this, is, let's get really rolling, and stop dealing with these lofty, "ivory tower," ideas.

I realize when you talked about busing and integrating there was hope and some symbolism involved. I think the symbolism has diminished, because people realize it is not working. It is not producing what it set out to produce.

Also, there is a development of ethnic pride that has manifested itself to a degree that had never existed in the black and the Spanish communities.

All of this, coupled in with decentralization and community control, tells a story that leads to one conclusion. The only lasting solution to the overall problem is going to be solid, good quality education, nothing else—nothing else.

I just wonder, you know, what track we are going along, Shirley, and I appreciate all the views we have had, that we had this morning and had this afternoon.

The whole experience has been salutary. Dr. Lewis' attitude we have been familiar with. We discussed this. He acknowledged there was a change.

I was aware of it. If you live in this community you know there has been a change. And that was an incisive observation because he is involved in civil rights. I know the whole story and there has been a radical change.

He has a school and a district, and he has wonderful programs that are productive as all get out. His problem is money. The programs are well underway and they are being phased out.

Mrs. Joseph. That is what happens to good programs.

Mr. Biaggi. Also some bad ones.

Mrs. Joseph. All the good ones.

Mr. Biaggi. I equate them with summer romances. They are great when we start, and then we cut off the funds. [Laughter.]

Mrs. Chisholm. Mrs. Bostic, you did have one question?

Mrs. Bostic. I just wanted to say something about the quality of education. This is the reason that the black mother was trying to find, as Mrs. Chisholm said, a place for her child.

Now, I am not trying to tell you about Junior Academy, but I would like to say here that Brooklyn College has its student teachers come to Junior Academy to be taught by our teachers and at this point New York University is lining up next year to have its students taught by Junior Academy.

So everyone is looking for quality education.

Mrs. Chisholm (presiding). Thank you very much. You may proceed, Dr. Dentler.

STATEMENT OF MORTON INGER AND ROBERT A. DENTLER, CENTER FOR URBAN EDUCATION, NEW YORK CITY

Mr. Inger. Madam Chairwoman and ladies and gentlemen of the committee. I am not Dr. Dentler. I am Morton Inger. We prepared the testimony jointly. He was called to Washington unexpectedly, and he regrets having to miss this hearing.

I also understand you have a time limitation. I won't read the whole prepared statement. I will try to read portions of it.

Mrs. Chisholm. Thank you.

(The document referred to follows:)

Testimony of Robert A. Dentler and Morton Inger, Center for Urban Education

ETHNIC MINORITY ISOLATION IN PUBLIC SCHOOLS OF THE GREAT NEW YORK METROPOLITAN AREA

Mr. Chairman and Ladies and Gentlemen of this Committee: I am Morton Inger. Director of Evaluations at the Center for Urban Education, a regional education laboratory in New York City. The testimony I am about to deliver was prepared by Dr. Robert Dentler, the Director of the Center for Urban Education, and myself. Dr. Dentler was unexpectedly called to Washington today and regrets having to miss this important hearing.

This testimony addresses the issue of ethnic isolation in the public elementary and secondary schools of the Greater New York metropolitan area. It explores the extent of that isolation and the prospects for its remediation.

The Greater New York metropolitan area, viewed either demographically or economically, covers a 22 county Tri-State region. The region extends from Dutchess County, New York, to Fairfield County, Connecticut; and from Suffolk County, Long Island, to Morris and Monmouth counties in New Jersey. Our approach, however, breaks this region into each of its state sectors, for two reasons. Local public school districts are organized under state authority, and the prospects for inter-state regionalism are too distant in time in the case of education to allow for realistic analysis. Second, federal legislative proposals to improve urban education and to further school integration are based, virtually without exception, upon a premise of federal-to-state administration and funding.

For our current exposition, we accept the definition of minority group isolation set forth in H.R. 7212, a Bill entitled the Urban Education Improvement Act of 1971, introduced by Congressman Herman Badillo: "The term 'minority group isolation' means a condition in which minority group children in a school constitute more than 50 per centum of the average daily enrollment of that school." There exist more refined definitions, but this one is serviceable and accords with longstanding interpretations of the New York State Board of Regents. Some of the data we present will, nevertheless, illustrate more extreme levels of segregation.

NEW YORK CITY STANDARD METROPOLITAN STATISTICAL AREA

At present, nearly 75 percent of all black persons and about 95 percent of all Spanish-surname persons in the state of New York live inside the five boroughs of New York City. Dispersion into surrounding suburbs and into other cities in the state is taking place at an increasing rate, but that rate and the absolute numbers beneath it were both so low to begin with that we would expect no significant change in concentration from 1971 through 1980, barring substantial policy changes in housing laws, zoning practices, and related matters at all levels of government.

But when nonwhites have moved to the suburbs, the housing opportunities for them have been so limited that minighettos of minority isolation have cropped up in a pattern that is virtually a replica of what takes place in the central city. For example, in the 44 communities of Westchester County, 11 communities account for 89 percent of the county's total nonwhite population. Three of those eleven communities, Mount Vernon, Yonkers, and New Rochelle, account for 55 percent of all nonwhites in the county. In Nassau County—on Long Island—the nonwhite population is even more concentrated. Of Nassau's 93 communities, 12 contain 75 percent of the entire nonwhite population.

The pattern in the Long Island schools is similar to the pattern for the entire region. That is, those districts with a large percentage of nonwhite students tend to show increases in that percentage in each succeeding year. Most significantly, this trend has occurred while the racial makeup of the county as a whole was remaining relatively *stable*. And the most dramatic changes occurred in Long Island's most racially imbalanced school districts. In the Roosevelt school district, black enrollment went from 52 percent in 1966 to 82 percent just three years later. In Wyandanch, black enrollment jumped from 82 percent in 1966 to 93 percent in 1969. While these developments take place, the neighboring communities remain virtually lily white. Forty of the 56 school districts in Nassau County have a white enrollment of over 95 percent.

Focusing our attention on the New York City public schools, we find that, as of 1968, 523,145 minority group children attended minority isolated schools. This number equals nearly 85 percent of *all* minority children in the system and just under half of the total pupil enrollment in the system. In the same year, 338,000 of the same children attended *extremely* minority segregated public schools; namely, schools that were 90 percent minority segregated or more. This group of 338,000 extremely isolated students, what is more, made up 44 percent of all of the black and Spanish-surname students in public schools in New York State in 1968.

We can also estimate the rate of increasing minority isolation in New York City schools. In 1958, 38 percent of the elementary level pupils were black or Spanish. By 1963, this had become 51 percent. By 1968, it was 60 percent. We therefore estimate that the minority enrollment grows at a rate of from two to three percent each year, and the figure will likely be about 70 percent between 1975 and 1980, barring policy changes.

Now, let us broaden the picture and look at the standard metropolitan statistical area of New York City. In this area, there are 185 public school districts, including New York City proper. Of these, 158, or 85 percent, are wholly "majority isolated" systems. That means they enroll not more than 6 percent minority group pupils.

Of the remaining 27 districts, 8 have achieved internal ethnic balance. In three others—Wyandanch, Roosevelt, and the southern half of Mount Vernon—all the schools are 70 percent or more minority segregated. The remaining 16 districts could take either direction: they could de-isolate through planful efforts or they could drift toward suburban school ghettoization.

Narrowing the picture to New Jersey by itself, we see essentially the same configuration. In Essex County, where Newark is located, over 79 percent of the schools' nonwhite pupils are enrolled in schools that are over 70 percent nonwhite. To indicate the extent of this concentration, slightly less than a third of Essex County's schools have an enrollment that is more than 70 percent nonwhite. So, in that county, 79 percent of the schools' nonwhite enrollment is concentrated in less than a third of the county's schools. In Passaic County, 64 percent of the nonwhite pupils are enrolled in schools that are over 70 percent nonwhite—and are concentrated in only 16 percent of the county's schools.

In neighboring Connecticut, approximately 80 percent of the nonwhite pupils in Hartford, New Haven, and Bridgeport are enrolled in schools that are 90 percent nonwhite.

IMPLICATIONS

The evidence is clear: minority group school isolation is very extensive in the Greater New York Metropolitan area. It has been developing for more than thirty years and, barring significant changes in policy and practice, it will continue to grow in scale and intensity of isolation during the 1970's.

As the staff writer of the Allen Report on *Desegregating the Public Schools of New York City*, Robert Dentler stated in 1964, "In view of the enormity of both the problem and the possibilities, we propose that both the State and Federal governments be urged to demonstrate their deep involvement through progressive increases in fiscal support. When municipal initiatives toward substantial change are demonstrated, and as they are introduced, substantial financial assistance and technical cooperation will be essential. It is doubtful that without large scale additional State and Federal support, the necessary reforms can even be successfully begun, much less thoroughly completed."

With the single, exemplary exception of integration programs in a small handful of suburbs and satellite cities such as White Plains, the municipal initiatives called for in 1964 were never taken. Nor was State and Federal aid of any quantity worth mentioning injected into the problem. Nonetheless, the call to action in 1964 made in the Allen Report is valid for 1971. We strongly support H.R. 7212 because it specifically enables realization of this call. It obligates Local and State initiatives and it backs these, under fair and firm conditions, with substantial Federal aid.

While desirable in other respects, H.R. 2266 lacks features that would come close to addressing the scale of the problem of ethnic minority isolation in the schools of this region. We do not refer to the financial element but to the absence of any impelling *obligation* toward comprehensive remedy on the part of Local or State educational agencies.

H.R. 7212 includes what we believe to be an essential requirement that the State and local plans include the provision that within ten to fifteen years every school in the metropolitan area will have a percentage of minority students equal to at least one-half the percentage of minority students in the metropolitan area as a whole. For the New York City S.M.S.A. in New York State, using current data, we would estimate that would mean that *every* school would probably have to become 20 percent black and Puerto Rican in pupil enrollment as of 1971, and 30 percent black and Puerto Rican as of 1981. Thus, H.R. 7212, if enacted, would mean that to qualify for Federal aid, 158 school districts now serving six percent minority pupils or less, would have to move toward *substantial cooperation* with New York City, Yonkers, and Mount Vernon. Such cooperation is technically feasible and educationally necessary. But only a bill that contains an impelling obligation could induce movement toward such cooperation.

No matter how hard we all seem to be running in the opposite direction, integration has always been a fundamental objective of American society. We have no real alternative that we can live with. Integration was pronounced dead a few years ago, especially when the supposed clients and beneficiaries—black people—turned their organizing zeal to other ends. But the beneficiaries and clients of integration are not one particular group, but the nation as a whole. And because the motive force behind the drive for integration comes not from one party or group but from the democratic principles of our nation, there is only one way to avoid it and that is to turn our backs on our principles and retreat into isolated color and ethnic groupings.

The choice, as we see it, is either *planful* de-isolation of our society or a drift toward ghettoization for both whites and blacks. Planful integration requires not only this Bill obligating school desegregation but also the Governmental Facilities Location Act for housing as well. The suburban picture that we spelled out is largely the result of the lack of housing opportunities for nonwhites in the suburbs.

We see considerable cause for optimism should these bills become law. Despite tortoise-like progress in the South, past actions of the Federal government have removed much of the ambiguity from the issue. Does anyone really doubt any longer that integration is the law of the land? Even Judge Haynsworth has issued integration orders.

What happens when a school system is obligated to desegregate its schools? Newspapers and TV have given the impression of widespread disruption. Actually, in the typical case, this impression is wide of the mark. By and large, whether in the South or the North, when school officials knew they had to desegregate they did. When school officials took action, parents accepted the decision. School officials who adopted carefully thought out desegregation plans, were returned to office by the voters. School officials who vacillated have not fared so well.

The fact of the matter is that for school board members, for school officials, and for teachers, the process of creating a desegregation plan that will work requires a fresh look at what the school is about. And this process has a revitalizing effect on the school and the community. In city after city around this nation, school officials may groan and complain when obligated to act, but when you talk to them about the actual process of their work, they act like men freed from bondage. No longer tied to the defense of the indefensible past, they are grappling with difficult but important problems. The educational, social, and political benefits can be durable, leading to renewed self-confidence among the school staff and promoting parental confidence in the schools. H.R. 7212 and the Governmental Facilities Location Act are essential steps toward reaching these desirable goals.

Mr. INGER. I am here to testify as to the extent of ethnic isolation in the public elementary and secondary schools of the Greater New York metropolitan area. Our statement explores the extent of that isolation and the prospects for its remediation.

In this area, there are 185 public school districts, including New York City proper. Of these 158, or 85 percent, are wholly "majority isolated" systems. That means they enroll not more than 6-percent minority group pupils.

Of the remaining 27 districts eight have achieved internal ethnic balance. In three others—Wyandanch, Roosevelt, and the southern half of Mount Vernon—all the schools are 70-percent or more minority segregated. The remaining 16 districts could take either direction. They could deisolate through planful efforts or they could drift toward suburban school ghettoization.

The pattern in the Long Island schools is similar to the pattern for the entire reigon. That is, those districts with a large percentage of nonwhite students tend to show increases in that percentage in each succeeding year.

Most significantly, this trend has occurred while the racial makeup of the county as a whole was remaining relatively stable. And the most dramatic changes occurred in Long Island's most racially imbalanced school districts. In the Roosevelt school district, black enrollment went from 52 percent in 1966 to 82 percent just 3 years later.

In Wyandanch, black enrollment jumped from 82 percent in 1966 to 93 percent in 1969.

While these developments take place, the neighboring communities remain virtually lily white. Forty of the 56 school districts in Nassau County have a white enrollment of over 95 percent.

So the picture is: pockets of black communities and black school districts in an all white area.

Focusing our attention on the New York City public schools, we find that, as of 1968, 523,145 minority group children attended minority isolated schools. This number equals nearly 85 percent of all minority children in the system and just under half of the total pupil enrollment in the system.

In the same year, 338,000 of the same children attended extremely minority segregated public schools.

The evidence is clear: Minority group school isolation is very extensive in the Greater New York metropolitan area. It has been developing for more than 30 years, and barring significant changes in policy and practice, it will continue to grow in scale and intensity of isolation during the 1970's.

As the staff writer of the Allen Report on Desegregating the Public Schools of New York City, Robert Dentler stated in 1964:

> In view of the enormity of both the problem and the possibilities, we propose that both the state and federal governments be urged to demonstrate their deep involvement through progressive increases in fiscal support.
>
> When municipal initiatives toward substantial change are demonstrated, and as they are introduced, substantial financial assistance and technical cooperation will be essential. It is doubtful that without large scale additional state and federal support, the necessary reforms can even be successfully begun, much less thoroughly completed.

With the single, exemplary exception of integration programs in a small handful of suburbs and satellite cities such as White Plains, the municipal initiatives called for in 1964 were never taken.

Nor was State and Federal aid of any quantity worth mentioning injected to treat the problem. Nonetheless, the call to action in 1964 made in the Allen report is valid for 1971. We strongly support H.R. 7212 because it specifically enables realization of this call.

This bill obligates local and State initiatives and it backs these, under fair and firm conditions, with substantial Federal aid.

While desirable in other respects, H.R. 2266, one of the other bills you are talking about, lacks features that would come close to addressing the scale of the problem of ethnic minority isolation in the schools of this region. We do not refer to the financial element but to the absence of any impelling obligation toward comprehensive remedy on the part of the local or State educational agencies.

The choice, as we see it, is either planful deisolation of our society or a drift toward ghettoization for both whites and blacks. Planful integration requires not only this bill obligating school desegregation but also the Governmental Facilities Location Act for housing as well.

The suburban picture that we spelled out is largely the result of the lack of housing opportunities for nonwhites in the suburbs.

We see considerable cause for optimism should these bills become law. Despite tortoise-like progress in the South, and here I disagree with Congressman Biaggi, past actions of the Federal Government have removed much of the ambiguity from the issue.

Mr. Biaggi. I am talking about the overall nationwide picture. I refer to the fact that resegregation is beginning to, or has, taken place, and we have more of it today.

Mr. Inger. Right.

The strong stands taken by the Federal Government in the Civil Rights Act of 1964 and the Supreme Court decisions pertain to de jure segregation, and in that area alone there has been considerable, substantial progress in the South.

Where there is not a strong Federal focus, that is, de facto, the South is copying the North, and that is where the resegregation is taking place, and that is why we support the Ribicoff bill and the House version of it.

In the area of de jure segregation, even Judge Haynsworth has issued integration orders. I think there is progress.

Only one of the bills obligates, the others do not obligate. What happens when school systems are obligated to desegregate their schools? Newspapers and TV have given the impression of widespread disruption. Actually in the typical case, this impression is wide of the mark. By and large, whether in the South or in the North, when local school officials knew they had to desegregate, they did.

Jackson, Miss.—I can give you a whole list of places where this took place. When local school officials took action, parents accepted the decision. School officials who adopt carefully thought out desegregation plans, were returned to office by the voters. School officials who vacillated have not fared so well.

The fact of the matter is that for school board members, for school officials, and for teachers, the process of creating a desegregation plan that will work requires a fresh look at what the school is about.

And this process has a revitalizing effect on the school and the community. In city after city around this Nation, school officials may groan and complain when obligated to act, but when you talk to them about the actual process of their work, they act like men freed from bondage.

No longer tied to the defense of the indefensible past, they are grappling with difficult but important problems. The educational, social, and political benefits can be durable, leading to renewed self-confidence among the school staff and promoting parental confidence in the schools.

H.R. 7212 and the Governmental Facilities Location Act are essential steps toward reaching these desirable goals.

Mrs. CHISHOLM. Thank you very much for the testimony.

Mrs. Hicks?

Mrs. HICKS. I have no questions.

Mr. BIAGGI. One question.

Let's talk about New York City today. How do we integrate New York City without the continued development of this runaway situation?

Mr. INGER. As I said, there are two steps that have to be taken. One is that the Housing Act must come about, and the obligation to integrate the schools, and I don't think the problem in New York City is as difficult as we think, because we have a majority white population here.

We are not talking about Washington, D.C.

Mr. BIAGGI. Not in the school system.

Mr. INGER. The white population in New York City finds escape routes.

Mrs. CHISHOLM. That is exactly right.

Mr. INGER. So passing a housing act that makes housing available in the suburbs to blacks, and which obligates the school systems to desegregate will end that escaping.

There is no place to run away to, and blacks can move into better areas where there are better schools and compete for better school systems. I think with a majority white population, the problem, if you approach it in these two avenues, housing and schools, can be coped with.

I don't want to say here, "Oh, it is easy."

Mr. **Biaggi.** No; it is not easy.

Mr. **Inger.** If these two avenues are taken, it can be done, and you have the bills before you that can cope with this.

Mr. **Biaggi.** Some of these schools are 80 to 90 percent black. Where do you go? You are compelled to integrate, where do you put them?

Shift them over to a school that is white oriented? If you think in terms of a balanced, established quota, what is it? Is it 10 percent? 15 percent? Where is the breaking point? Where do you reach a point where the whites up and leave, and all you have later is all blacks?

The current system is not working. We are seeking an alternative. And that is why we are having these hearings. We point a question but we don't really get incisive responses.

Mr. **Inger.** I think what is lacking in what I have been saying is, I am talking about numbers, isolation, statistics, and what is lacking in that picture is, I don't mean that you just shift this number of bodies here and that number of bodies there, and that that solves the problem.

I am talking about planful desegregation.

Mr. **Biaggi.** What does that mean?

Mr. **Inger.** Planful desegregation means you are improving the schools, because I don't think the schools are good for the white kid now.

Mr. **Biaggi.** We agree on that.

Mr. **Inger.** I would never come in and say, "Leave the schools as is, and move bodies around."

Mr. **Biaggi.** You are not in favor of busing?

Mr. **Inger.** I would be in favor of busing to end this isolation.

Blacks are isolated and whites are isolated.

It is not either/or.

Mr. **Biaggi.** We are going around again, and now we are chasing our tails. You have us back in a busing situation where you are moving bodies and then there is a runaway situation that develops.

Mr. **Inger.** Yes; but the Housing Act that you have before you would prevent that runaway situation.

Mr. **Biaggi.** The changing of housing patterns would help. But we are talking in terms of time. Do you have any idea what kind of timetable you are talking about?

Mr. **Inger.** We are talking about the seventies.

Mr. **Biaggi.** You are an optimist. I am not going to question your proposition. I say right, change the housing patterns, and yes, it will happen. But I feel you are an optimist in terms of time.

That is my own appraisal.

What I am talking about now is the immediate problem.

Mr. **Inger.** I am an optimist, and I know that, and I think my optimism is based on what I have actually seen.

It is Louisville, Miss., I think that is the name, in 1964, the sheriff made a public statement, he said, "The day a nigger enters the school system here, there are going to be murders."

Two years later, because the Federal Government required integration, the school system was integrated and there were not murders.

And I am sure that people in Louisville, Miss., are prouder to be from the area now.

If it is possible in Louisville, Miss., it is fair in New York City.

Mr. Biaggi. You are not making a fair analogy.

Mr. Inger. I don't think it is that unique.

Mr. Veysey. I don't think it will happen in the seventies. I just don't think it is going to happen that way. I think you are very optimistic unless you go to a police state approach and tell everybody where they must live.

I don't think we want to do that.

Mr. Inger. No. The facilities location act is no police state telling people where they have to live, but it says you can't tell somebody, "He can't live here."

Mr. Veysey. We have been doing that quite a few years in California, but we continue to have the same problem. That does not do what it was represented to accomplish. People are people, and they do their own thing in their own way, and one of the reasons they do that is the fact that at this point there really are some very bad schools, and this is underlying the opposition to integration of schools that you are talking about.

It seems to me we have gone at this thing altogether backward in charging so hard at the windmill of segregating schools that we have not first achieved quality education for every child regardless of where he is in this Nation.

If we did that, I think a major roadblock would be removed to real integration, but somehow we seem to go the wrong way.

Mr. Inger. I agree with you. On the other hand, what I have seen is school systems improving after they had to integrate, because the white parents suddenly stopped assuming that their school is good.

They started trying to find out if the school is good. The school officials have to take a fresh look at the school. This is a whole change in the school system.

I noticed that in the Washington, D.C., school system. I talked to the officials before Judge Skelly Wright issued his decision in Hobson versus Hansen. It was a stagnant school system.

I talked to them afterward, and they bitched about it and said, "What does Judge Wright want us to do?" and yet they sat and told me all the things they were doing to improve the school system after that case.

Mr. Veysey. I am not as optimistic about the Washington school system as you are.

Mr. Inger. I think they are revitalizing that school system.

Mrs. Chisholm. In closing, I would say that even if we had open housing and blacks are given the opportunity to move into these communities, if by virtue of the very educational system that has kept them back so long they don't have the economic wherewithal or the financial means to go into the homes in these communities, it still does not work.

So that we get right back again to the whole question of quality education.

Because once you have the education then you are able to complete. You are able to go out, earn the money, and then with the communities opening up all over the country you could buy the house.

There are several subsidiary factors that we have to constantly think about as we approach this problem.

Unless we have further questions from the committee, we declare the session adjourned.

(Whereupon, at 4:10 p.m., the General Subcommittee on Education adjourned, subject to call of the Chair.)

(The following material was submitted for the record:)

AMERICAN FEDERATION OF TEACHERS, AFL-CIO,
Washington, D.C., July 22, 1971.

Hon. CARL D. PERKINS,
Chairman, House Committee on Education and Labor, U.S. House of Representatives, Washington, D.C.

DEAR CHAIRMAN PERKINS: We have noted with interest efforts by members of the Education Subcommittee to secure passage of a general federal aid to education bill. We wish to make the basic position of the AFT clear in this regard.

We are, and will continue to be, members of the Full Funding Committee which has as its objective persuading Congress to appropriate the full amount of funds authorized for the various categorical aid programs which are now matters of law. Because aid to states, local school districts and other educational authorities was not fully funded, the results in certain areas have not proven as effective as had been hoped when they were instituted.

We are not opposed to the discontinuation of programs which, upon careful evaluation, prove not to be worthwhile. We wish to make it clear, however, that we do not consider the bulk of Title 1 funds to fall in this category, even though some of the specific projects which have been financed by such funds perhaps should be discontinued. Funds from such projects should then be used to finance more worthy projects under Title I.

Over and above funds authorized under existing federal programs, however, there is an urgent, overwhelming need for general aid to school districts. Local tax sources of revenue have reached near-saturation in some cases. Also, due primarily to inner-city blight, increased use of land for non-taxable governmental projects, and the decentralization of industry, local tax revenues have declined drastically.

In recent years, increases in school funding have come largely from state tax sources. As inflation continues to mount and social unrest necessitates more elaborate educational services, greatly increased educational funds will be necessary.

In the past year, however, in state after state, legislators and governors have balked at raising additional money for schools on the grounds that it is high time the federal government shouldered its share of the fiscal responsibilities for education. This problem must be faced squarely and should not be confused by the use of ambiguous terms such as "revenue sharing."

In any program of federal aid to education, one principle must be maintained above all others; funds should be distributed to local districts on the basis of educational need. That is, money should go where the problems are. It is not difficult to devise such a formula or index. The number of poverty children should be taken into account, as in the present Title I formula, as well as pupil transiency, incidence of court cases involving minors, and truancy. These need factors should be modified by a local and state effort element, consisting of the ration of expenditures per child, in proportion to the average income of the individuals living in the district.

To sum up, federal funds are urgently needed because most local districts are pressing against their tax limits and most state governments have done more than their share in meeting increased costs over the past few years. Federal funds to education should be distributed so as to supplement the efforts of local and state education authorities. Districts with the greatest need should receive the greatest aid. Precautions should be taken to make sure that districts are fulfilling their responsibilities.

It is time that Congress move ahead into the area of general aid to education. We commend the efforts of Mr. William Ford, Mr. Pucinski, Mrs. Green, and yourself as Committee Chairman for leadership in this area. However, we respectfully urge that proposed legislation take into account the general principles mentioned above.

Yours very truly,

CARL J. MEGEL,
Director, Legislative Department.
DAVID SELDEN,
President.

BOARD OF EDUCATION,
Brooklyn, N.Y., June 16, 1971.

Hon. ROMAN C. PUCINSKI,
Chairman, General Subcommittee on Education, Committee on Education and Labor, U.S. House of Representatives, Washington, D.C.

DEAR CONGRESSMAN PUCINSKI: I want to thank you for inviting me to testify before the General Subcommittee on Education when it held hearings recently in New York City. I hope you will extend my appreciation to your colleagues on the Subcommittee.

I would like to take this opportunity to clarify my personal position on several points which were raised during the hearing at which I testified on May 21. These points relate in general to the issue of school integration, and in particular to the legislation pending before the Subcommittee.

First, it is my opinion that S. 1557 deserves favorable action by the Subcommittee. The bill contains a number of advantages. It would, for example, foster integration in a variety of ways, as opposed to reliance on a single method; this, I believe, is a distinct advantage. I would call your attention to Page 4 of my written testimony: ". . . There is no single path to integration. Thus, legislation designed to encourage integration in schools should provide the possibility of many paths, and not mandate one path only." Not only does S. 1557 provide the possibility of "many paths," it specifies what several of those paths are, and provides funding for them. In addition, this bill would provide funding for the upgrading of educational opportunities in racially isolated schools while the ultimate goal of integration is pursued; it would involve community groups and community agencies, through funding, in the overall effort to achieve integration; and it would provide funds both for inter-school district efforts and for education parks. Further, the bill would provide funds for such separate but related areas as bilingual education and educational television. These advantages, it seems to me, weigh heavily in this bill's favor.

Second, I would urge the Subcommittee to continue to view integration as a national issue, and not one which any longer should be focused exclusively on the South. Educationally and socially, racial isolation is harmful to the American people; and its effect on individual human beings is much the same whether the isolation is of the *de jure* or the *de facto* variety. Legislation to eradicate racial isolation thus should be nationwide in scope; it should be directed with equal vigor at the school districts of the North as well as the South. The bill in question, S. 1557, meets this requirement.

Third, the metropolitan approach to integration, which is advocated by some Members of Congress, is perhaps the most difficult political approach to school integration. If it is often difficult to convince a single school district to integrate its schools, it is doubly difficult to persuade two or more districts to cooperate on integration projects. And yet the merit of this potential solution deserves serious consideraion by the Subcommittee. I would call your attention to Page 6 of my written testimony: "The multi-district approach to school integration is a valid approach. It deserves greater official encouragement and legislative support at the highest level of government." I would add that in some, perhaps many, instances where the classic urban approach to school integration often affords the only viable alternative. S. 1557 provides for inter-district projects in school integration.

Fourth, the overriding responsibility of the Congress in this area, it seems to me, is to establish quality integrated education as a high national priority. Given the record of this country since the Supreme Court decision of 1954, there is good reason to doubt whether this goal has ever been firmly established and consistently pursued with full national commitment. Indeed, the separatist movement on the part of some ethnic groups in recent years is clearly the result of our historic failure to provide genuine integration in all our social institutions, including our schools. There is no such thing as quality educational opportunities in segregated educational environments. There is great need for more vigorous Congressional leadership, in my judgment, in providing the means for genuine integration in public schooling in all sections of the nation. Passage of S. 1557, in my opinion, would be a step in the right direction.

I would appreciate it if you would share this letter with your colleagues on the Subcommittee, and if you would make this letter a part of the Subcommittee's official record on these matters.

Sincerely,

HARVEY B. SCRIBNER,
Chancellor.

TESTIMONY BY DR. HARVEY B. SCRIBNER, CHANCELLOR OF THE NEW YORK CITY PUBLIC SCHOOLS

The following general remarks are directed at the issue of integration in schools, an issue which is the point of several pieces of legislation now under consideration by this Committee.

When it comes to integration and segregation, isolation and equal educational opportunity, it has all been said before. It is in the Coleman Report, in the findings of the Kerner Commission, in the various reports of the United States Commission on Civil Rights, in the 1954 decision of the Supreme Court, in the Bill of Rights, in the opinions of responsible Americans over a period of generations. This is a nation built on two pillars: the assumption of human equality and the guarantee of individual opportunity. The distinguished former Commissioner of Education, James E. Allen, has said that our goal as a nation ought to be "to provide an equal educational opportunity for all in a racially and socially integrated society." President Nixon has said, "The provision of equal educational opportunities to all of our children is a key national priority." The recent report of the Federal Task Force on Urban Education, headed by Wilson Riles, says integration is "a vital aspect of and means to a full education." It has all been said—by men of all political parties and from every generation. All that remains to be done is to do it—to make our actions match our rhetoric.

Several points:

First, racial, cultural and socio-economic isolation in the nation's public schools is educationally unsound and socially dangerous. For as long as it is tolerated, it will the symbol of proof that American democracy works for some Americans, but not for all. It contributes heavily to polarization, separatism, elitism, a dual standard of American citizenship and inferior educational opportunities for black students and white student alike. The elimination of isolation in the nation's schools should be a long-term national goal, and one on which the legislative attention of the Congress should constantly be focused.

Second, the overriding goal in education should be the providing of high quality educational opportunities. One key element in quality education is, in my judgment, integration. That is, educational opportunity is enhanced when the learning environment is an integrated environment—integrated racially, socially and culturally. Part of becoming educated is learning to understand people who are different from oneself. This is not to say that integration is the sole measure of quality education, but that it is one very important measure.

Third, the movements for ethnic identity and community control of schools are not necessarily—over the long run—antithetical to integration. As the Riles Task Force pointed out, the efforts of ethnic groups to achieve community control of schools is simply the "all too logical result of the basic lack of commitment and the slowness of action to achieve integration." These movements, in short, are the natural spin-offs of a national failure to fulfill a promise. They represent, more often than not, an effort by minorities to develop both pride and political influence, and a deep and natural interest on the part of minorities in the welfare of their children. None of these goals is necessarily a bar to ultimate integration. Rather, they may be necessary steps toward genuine integration a generation hence. The point is that there is no single path to integration. Thus, legislation designed to encourage integration in schools should provide the possibility of many paths, and not mandate one path only.

Fourth, there is more to genuine integration than juggling numbers and mixing bodies. Genuine integration is more than an administrative or legal device: it is the bringing together of different kinds of people who respect each other as well as themselves. Thus, legislation to encourage or achieve integration in schools should provide for the development of comprehensive plans for quality integrated education. It is no longer enough to settle for statistical plans designed more to produce a change in statistics than in human attitudes or real educational opportunities.

Fifth, if quality education is our overriding goal, efforts to achieve integration in schools should not ignore the facts of urban life, one of which is that in many cities there simply are not enough white students to make integration an instant reality in every school. While the long-term goal of integrated education is pursued, the educational opportunities of children and youth temporarily trapped by history and circumstance in all-black, or all-Puerto Rican, or all-poor, or all-immigrant schools cannot and must not be ignored. Students in such schools deserve quality opportunities as much or more than children from more affluent or more advantaged homes. Their schools deserve resources not for the purpose of perpetuating ethnically isolated schools, but for the purpose of providing quality education where it is needed most until quality integrated schools can be provided.

Sixth, if integrated schooling is to be achieved, it will be achieved best, and perhaps only, through the collaboration of parents and school authorities. Effective integration of schools requires the genuine and meaningful participation of parents, parent groups and citizen organizations. Integration is a social issue, not merely an educational issue; and thus the goal of integrated schools must be pursued by more than educators alone. There is good reason for policymakers to look beyond the walls of the school and beyond school officials for assistance in planning and achieving integrated schooling.

Seventh, because this nation is composed of a patchwork of black housing areas and white housing areas, and because this pattern is not likely to change overnight, school integration plans will frequently have to transcend school district boundaries. The multi-district approach to school integration is a valid approach. It deserves greater official encouragement and legislative support at the highest level of government.

Eighth, isolation in this nation's schools is not only racial, it occurs also along socio-economic lines and cultural lines. Where the isolation is cultural, there is often for the minority student the added barrier of language: English is frequently not his native tongue. For him, the schools have a special responsibility, one which is all too often ignored. For this student, the school has the responsibility of providing quality education by providing a teacer who speaks his native language (as well as English), and who shares his native culture (as well as the culture of this country). Bilingual and bicultural programs deserve a special priority, both in the area of policy and in the area of fiscal support.

There are those who would argue that the time for integration has passed—that the nation had the chance, but now it is too late. I would submit that there is perhaps more reason now than ever for this nation to deliver on an old promise, the promise of equal opportunity in an open society. I would submit that an integrated society, and integrated institutions, remain a legitimate option and a worthwhile national goal.

We know, or should know, what must be done. We know, or should know, that our efforts at integration have fallen short in the past primarily because of a lack of commitment—in legislation, in administration, and in fiscal support. What we need to do now is to declare, once more and with a total absence of ambiguity, a national policy of equal opportunity to quality education; and then to fulfill that declaration—through legislation, policy and fiscal support—in every corner of the country, North as well as South, city and suburb alike.

NEEDS OF ELEMENTARY AND SECONDARY EDUCATION FOR THE SEVENTIES—1971

FRIDAY, JUNE 4, 1971

House of Representatives,
General Subcommittee on Education of the
Committee on Education and Labor,
Boston, Mass.

The general subcommittee met, pursuant to recess, at 9 a.m., in the John F. Kennedy Federal Building, Boston, Mass., Hon. Roman C. Pucinski (chairman of the general subcommittee) presiding.

Present: Representatives Pucinski and Hicks.

Staff members present: John F. Jennings, subcommittee counsel; Alexandra J. Kisla, clerk; and Charles Radcliffe, minority counsel for education.

Mr. Pucinski. The committee will come to order.

We have a very long list of witnesses scheduled for our hearings here in Boston this morning, so we are going to proceed very promptly with the hearing.

We are very pleased to be here in Boston to conduct the continuation of our hearings on the number of bills now pending before our subcommittee, the General Subcommittee on Education.

I am most pleased and grateful to Congresswoman Louise Day Hicks and her staff for all of the assistance we have received in putting together this particular hearing.

I am particularly grateful to the administrative aide, Mr. Dick Luccio, and I congratulate Mrs. Hicks for the outstanding job she and her staff has done.

We are also very grateful to Mr. Robert McKay, the administrative assistant to the superintendent of schools for his assistance as well as the others.

Mrs. Hicks is a member of our subcommittee, and in the short time that she has been in Congress, and on our committee, she has won the admiration of the entire committee, as well as the membership of the House, for the deep understanding she brings to our committee on the problems of education.

Our hearings being conducted across the country are designed to serve two purposes, one to better evaluate the administration's proposals submitted to Congress, to assist the schools undergoing problems associated with desegregation, and also at the same time to perform an oversight duty on how existing Federal programs are being administered, how they are helping the local communities, what are the problems of local school communities, what we can do about the growing problem of violence in our school system, particularly at the high school level, what we can do with the problem of juvenile delinquency problem, which is a part and parcel of the entire package that is pending before our committee, but above all, our committee is concerned with the financial crisis that has gripped this Nation's school systems.

We are finding there is no color line, and there is no economic line on that problem.

Schools in the major urban areas are literally faced with bankruptcy, and schools in the more sophisticated and perhaps higher income suburban areas are faced with the same problem.

Rural America is undergoing a major crisis in education, so the purpose of our hearings is to see whether or not we can get some guidance from local officials on how we can most effectively provide assistance.

These hearings at the local level convince me more and more that all the brains of America are not centered at either end of Pennsylvania Avenue.

We find as we get down to the local areas, the local administrator is having a great sensitivity to the problem, and has some excellent suggestions to make, so, Mrs. Hicks, we are most grateful that you have invited us here to Boston, for indeed, we feel that the problems that are besetting our school systems are problems that are analogous, and are certainly symbolic of the enormity of the crises confronting the school systems all over the country.

I should like to call upon Mrs. Hicks for a statement before we proceed with our first witness, but I would like to again say it is a great pleasure to be here in the home district of Louise Day Hicks, and, of course, the whip of the Democratic Members of Congress, Congressman O'Neill, and, of course, Congressman Torbert Macdonald.

I have always admired the Massachusetts delegation in Congress. They are craftsmen, and they are experts in their respective field, and they make an enormous contribution to the functions and operations of Congress.

Mrs. Hicks, may we call on you before we proceed?

Mrs. HICKS. Thank you very much, Mr. Chairman.

I certainly want to welcome you to Boston, which is the cradle of liberty of our Nation and the birthplace for many years of some of the most exciting ideas in education.

The issues that are squarely before us today concerns school desegregation, integration, vocational education, juvenile delinquency, and general aid to education.

As you know, this subcommittee takes on these very vital questions which will have a dramatic importance on both American education and American society for the future.

Mr. Chairman, this subcommittee will have an opportunity to consider methods to assist school districts in meeting the very special problems of desegregation and elimination of racial isolation in the public schools.

Ironically, the subcommittee finds itself now in Massachusetts, which by law has decreed that a school which is more than 50 percent nonwhite is imbalanced.

In Boston, the first year of the Massachusetts racial imbalance law, there were 45 imbalanced schools. Now, there are 63.

After the law has been in operation for over 6 years, this is what has happened.

Therefore, it is very plain to anyone, with an ounce of commonsense, that a law that is passed, that is not necessarily the answer to racial balance.

Presently the State Board of Education in Massachusetts is threatening to withhold $25 million from Boston's nearly bankrupt schools.

This type of financial extortion and legalistic blackmail is not the direction the Federal Government should be headed, and I firmly believe that this subcommittee will gain a great deal by being in Boston today.

We are also considering, Mr. Chairman, an act to provide financial assistance to local education agencies, to provide programs, to successfully establish equal educational opportunity for all children.

It will be found wiser for Washington to realize the fiscal crisis of our urban cities, and to act now, before it is too late, and watch first the tragic plight of the 275 schools in the city of Philadelphia, which is $20 million short of its budget.

If Philadelphia schools can go bankrupt, Boston schools may not be far behind, especially in the light of the State action that would unjustly deprive a city of desperately needed school funds.

You know, it is depressing, but realistic to predict that by the end of this school year in Boston, and in many major cities in our Nation, the brink of financial disaster may be upon us, if the Federal Government in Washington does not act in terms of giving financial support to our urban areas.

The area school security is a third vital problem that the subcommittee will deal with, and I know, Mr. Chairman, your intentions and your personal interest are to be of help in this serious matter.

Boston as well as other areas, we will hear this morning, has had its share of security problems, and the Federal Government in cooperation with the local school system must find ways to make our schools safer for our children.

A crime against an adult is a negative and antisocial act, but a crime against a child or a student is characterized by total contemptability in itself, and it is an act of cowardice on the part of the perpetrator.

Financially, Mr. Chairman, we have met this morning to discuss the possibilities of providing Federal assistance for occupational educational programs, and to strengthen the entire program of vocational education.

It is timely that we visit Boston.

With these problems in mind, for it is my understanding, that this city has just planned an occupational resource center, emphasizing vocational occupational, technical programs, for both sexes at the high school and postgraduate levels.

This $27 million facility will present a program that may well become a prototype model of vocational education facility throughout the entire Nation.

Mr. Chairman, I think we can look forward to this morning's dialog with a great deal of enthusiasm, for I actually believe it will reveal to us, both a great deal of what is wrong with the education today, but also, a great deal of what is right today with the education.

By this means of enlightened dialog, we can determine what issues must have top priority, and then we can act accordingly, for the best interests, not only for the people of Boston, but also the people of the entire Nation.

Mr. Chairman, thank you.

Mr. PUCINSKI. Thank you very much, Mrs. Hicks.

Our first scheduled witness this morning is Dr. Neil V. Sullivan, the commissioner of education for the Commonwealth of Massachusetts.

Has Dr. Sullivan arrived?

STATEMENT OF DR. NEIL V. SULLIVAN, COMMISSIONER OF EDUCATION, STATE OF MASSACHUSETTS

Dr. SULLIVAN. Could I have with me several members of my staff?

Mr. PUCINSKI. Please do.

Dr. Sullivan, we are very pleased to have you. We are anxious to hear your testimony, and I wonder if you would be good enough to introduce for the record the members of your staff.

Dr. SULLIVAN. I would be happy to do that, Mr. Chairman.

On my left is the distinguished attorney, formerly of the Justice Department, now a member of my staff, Mr. J. Harold Flannery.

Next to him is my administrative assistant, Mr. William Crowley.

On my immediate right is Mr. Charles Glenn, director of the equal educational auxiliary division of the State of the department of education, and joining us is Mr. Fred Lewis.

Mr. Chairman, and members of this committee, I am delighted to be invited here this morning.

I arrived a little late to hear some of the initial remarks by a member of the subcommittee, but it is my understanding that this distinguished committee was concerned with not just the problems of the city of Boston, but with the problems of all of the schools in the Commonwealth of Massachusetts.

We have about 1,500,000 students in these private and public schools, and while the chronic problems of Boston are caused by neglect by elected officials in this city over a period of years is certainly of major concern, I would address myself to the total needs of the children attending all of the schools in the Commonwealth, not some of the students.

Mr. PUCINSKI. I might say, Dr. Sullivan, our visit here to Boston is, as I had said earlier, part of a nationwide study that we are now conducting in many communities of the country, in order to give us a better insight into the problems of American education, and what we can do in Congress will most effectively help resolve some of these problems.

My visit to Boston is not intended to focus on any particular one problem, but rather on many problems, and, as I said, in my opening remarks, I also believe Mrs. Hicks stressed this, what we see in the way of problems in Boston is pretty much a prototype of problems across the country, and so we are pleased to have you here.

Dr. SULLIVAN. Thank you very much, Mr. Chairman.

We have prepared for the members of this committee materials pertaining to the legislation that is currently before your committee.

Mr. **Pucinski.** If you will permit one more interruption, we had scheduled in Boston this morning before we learned that the Congress was going on a new schedule, and as a result, the House is in session today.

A number of the Members have indicated a desire to be with us, but they have had to remain in Washington, and we are hopeful they will join us later in the day, and there is a good possibility they will, but in view of the fact that we have invited so many witnesses, and so many witnesses had rearranged their schedule to be with us today, we decided to proceed with the hearing, despite the fact that the House is in session.

Dr. **Sullivan.** We are delighted to be here, and Mrs. Hicks is with you, and we hope that Shirley Chisholm, Mrs. Green, and the rest will join you later in the day.

I would like to indicate now that later in the day we have been privileged to have included on your list of witnesses Mr. Knox, who will address himself to the problem of vocational occupations and education, and to the bills dealing with the subject.

At this time I would like to indicate that I endorse the concept of partnership embodied in H.R. 6179, The National Partnership in Education Act of 1971. For too long the Federal Government has not carried its full share of the burden for the support of public elementary and secondary education.

I would hardly think a 7 percent partnership is carrying its weight in this important area.

I am particularly pleased that this proposal recognizes the disparity in resources among the States and their school districts and allocates funds that "will be adequate to provide an excellent education for all children."

Among the features of the legislation that I have found to be most impressive are the following: A recognition of the higher costs of educating disadvantaged children; an awareness that in the plans drafted by local educational agencies as they determine the use of these funds it is necessary to establish assessment and evaluation procedures; and finally, the programs will be administered by the State educational agency with funds earmarked for the costs of that administration.

As an area of caution, may I suggest that the languages of the proposal in section 7(b)(1) be changed to make the administrative funds a proportion of the total State entitlement.

The present wording causes uncertainty due to the funding level being determined at the close of the fiscal year rather than at the beginning. In order for the full benefit to be obtained, the funds appropriated should be available until expended.

In closing this portion of my statement, let me commend the purpose and policy and urge a dedication on the part of the Congress to the concept of equality of educational opportunity.

In the area of occupational education, excellent progress has been made in recent years, due in large measure to the Federal programs.

Of particular interest is the fact that prior to the action of the 90th Congress and the subsequent activity there were very few programs in Massachusetts that dealt with the needs of the handicapped and the disadvantaged. I am pleased to report that within the fiscal year of 1971, over 1,000 handicapped students and more than 10,000 disadvantaged pupils participated in programs. Our current plans indicate that both of these will be expanded for 1972.

Mr. PUCINSKI. What sort of an increase would that constitute?

I am particularly pleased with that figure of 10,000 disadvantaged and a thousand handicapped.

Dr. SULLIVAN. Practically a hundred percent increase, Mr. Chairman.

Mr. PUCINSKI. In how long a period?

Dr. SULLIVAN. One year. It is great progress, and it could not have been accomplished without the Vocational Education Act of 1969.

Mr. PUCINSKI. You feel the mandatory set aside we wrote in the act, 15 percent for disadvantaged and 10 percent for handicapped was good?

Dr. SULLIVAN. Mr. Chairman, it would not have occurred if you had not written it in.

We have had similar improvement at the postsecondary level with a 66-percent increase in the number of students involved with programs in our community colleges between the years 1967 and 1971.

These additional opportunities, together with the expansion of programs in our regional vocational schools, have resulted in substantial increases in the health and service occupational programs.

Of equal significance is the progress that has been made in the urban centers of the Commonwealth. In 1969, the city of Boston received approximately $68,000 in Federal funds to assist their vocational programs.

Of all the problems, none was more serious than the lack of vocational opportunities in this city for its sons and daughters.

We have been able to increase that allotment because of the Federal funds to over $1 million for the past 2 years by working cooperatively with Superintendent Ohrenberger and his staff.

The new school that Mrs. Hicks mentioned in her introductory remarks is one of those projects that we are so proud of.

Although it gives me great pleasure to report this progress to you, the need continues to be great, particularly in those States that have felt this Nation's current economic crisis the hardest.

Massachusetts must rank at the top of that particular list.

With additional Federal financial aid we will enhance our chances of decreasing the number of dropouts and thereby achieve the goal of career education for all.

Now, with the pullback on the part of the administration, on urban centers for Job Corps, it is now mandatory that we keep these students in our schools, and the concern in America, we still have one-third of our high school students dropping out completely, and another one-fourth in our largest cities, who are registered and not attending schools.

The reason is that they are not finding the challenge, they are not finding the reward in the schools that are necessary.

There must be career orientation. We find the occupational act a stimulant, that we think will keep millions of these young men and women in school.

Mrs. HICKS. Dr. Sullivan, do you know if there are any problems in the system to try to bring children back to school?

Dr. SULLIVAN. Yes; certainly, right here in Boston, probably the best example of all.

I think, not only in the State, but in the country, of the work done by Mr. Ohrenberger, it is meritorious.

Here again, it is this type of money that has made it possible.

I think if the committee had time, they could well visit one of these new approaches in the city of Boston. It is an outstanding program.

Mrs. HICKS. I am very interested in having you say that.

When I was chairman of the Boston school committee, I went to Washington with Superintendent Ohrenberger, relative to getting funds for just such a program, and it was instituted at the recommendation of the late President Kennedy, asking us to get children back to school.

On this program, do you feel it could be better served, it could serve the children of Boston better if they had more funds to expand it?

Dr. SULLIVAN. Without question or doubt, there would be a tremendous increase in students in that particular program that Mr. Ohrenberger and the Boston school committee has. There is no question at all.

Mr. PUCINSKI. Dr. Sullivan, before we leave that subject, I wonder if we may call your attention to a statement in the report, "Evaluation of Public Vocation and Technical Education in Massachusetts," prepared by the Massachusetts Advisory Council, Vocational and Technical Education, issued on September 29, 1970, and it says less than half the Boston allocation is being handled by the public schools.

This reflects a bypassing of the local public system of vocational education in favor of nonprofit institutions to meet the training needs of the disadvantaged.

The State division of occupation and education seems to have given up hope of stimulating improvements in Boston in the vocational education system.

Would you care to comment on that?

Dr. SULLIVAN. Yes; we are very concerned about this.

As a matter of fact, the Federal moneys that came into the city on many occasions do not go through the superintendent of schools and the local school committee.

We are currently examining these guidelines. Our State plan will reflect the changes in this as we move ahead, as you and Mrs. Hicks know, we must submit an updated State plan annually.

We entered into this think hurriedly. We did not have the time. HEW pushed pretty hard our initial plan, which I think was a fair effort.

These guidelines must be improved, Mr. Chairman. We are concerned about it.

Mr. PUCINSKI. Are we bringing a closer relationship between the advisory council and the various local school districts and State school districts?

I think you make a good point.

In the initial phase of this program, there was a kind of prodding from HEW, from USOE, and many plans were submitted rather hurriedly, but is that now being corrected?

Dr. SULLIVAN. Absolutely; we have had a complete change in our organization here in Massachusetts.

We have the advisory committee now that is participating and I think you will see changes coming.

We have reviewed H.R. 2266, H.R. 4847, and S. 1557, the various versions of the Emergency School Aid Act. Of the three, S. 1557 appears to be the proposal most likely to prove effective.

One essential clause of S. 1557, absent from the two House bills, makes it preferable; it is the provision that, in order to be eligible for funding, a school system must show that it "will establish * * * or has established and will maintain at least one stable, quality integrated school," and that it "has adopted a comprehensive districtwide plan for the elimination of minority group isolation, to the maximum extent possible, in all schools of such agency."

The only thing missing I see in this excellent language is a calendar, but the principle here to request a community to come up with a so-called master plan for the ending of isolation in its schools is indeed meritorious.

Mr. PUCINSKI. You read this language then to require two things before you can become eligible?

You read this bill, you need one, at least one, stable quality integrated school, and then the second requirement, and it is not and, it is not or, it is and. You have to meet two basic requirements.

One, at least one stable integrated school, and, two, you have to submit a plan which will ultimately include in every school in your system a ratio of minority children equal to the ratio in the school system itself?

Dr. SULLIVAN. I read, Mr. Pucinski, that the community must have a comprehensive districtwide plan, as well as that one school.

Mr. PUCINSKI. But the comprehensive district plan in your judgment, and in your interpretation, perhaps counsel can help us.

Dr. SULLIVAN. I would ask counsel to answer that question.

STATEMENT OF J. HAROLD FLANNERY, ATTORNEY

Mr. FLANNERY. It seems to me, the provision to the maximum extent possible, is somewhat similar to the language of the recent decision which speaks of maximum effective desegregation, and that would certainly include, if not make minimum, mandatory the possibility of the kind of ratio that the chairman describes.

Mr. PUCINSKI. I am pleased to get this statement from you, because there seems to be some discussion as to what this language means.

Some people are under the impression that the language, at least one stable quality integrated school, if a school district has such a single stable quality integrated school, that that act in itself would qualify a school district for funds, and I think that you have read the legislation pretty much the way we read it, that you have to have the second element, and that is a comprehensive plan, and as Dr. Sullivan said, the only thing that is lacking here is a calendar, but you must ultimately have a plan that will provide that every school in that school district must have at least the ratio of minority children in the school district itself.

Mr. FLANNERY. I am not sure that would be the only effective measure of desegregation.

That may not be a minimum. It seems to me it might be a most comprehensive plan.

Mr. **Pucinski**. I should think our counsel would be glad to hear this statement.

That is the position he has taken on this bill. There are some who have questioned whether or not this second component of qualification is as we have read here.

Dr. **Sullivan**. That is a very important point.

Mrs. **Hicks**. Dr. Sullivan, going further on this comprehensive plan of desegregation to the maximum extent possible, now, taking the Boston school system, which I am primarily interested in, would you consider an all white school an integrated school?

Dr. **Sullivan**. No, I would not.

Mrs. **Hicks**. Then what would be the proportion of minority group to major groups that you would feel would be the maximum extent possible?

Dr. **Sullivan**. Well, this is clearly spelled out, as you know, Mrs. Hicks, in Massachusetts law, and this is where I am Commissioner, and I am administrator of that law, and it says when that minority reaches 50 percent, then the school is considered in balance.

Mrs. **Hicks**. In the schools of Boston, just what procedure would you feel would be mandatory in the Boston school system to acquire such a ratio?

Dr. **Sullivan**. Currently we are providing that technical assistance in Boston, as requested by Chairman Tierney.

We have been pleased to cooperate with him. We have completed the secondary phase of the activity, and we are continuing during these next several days, as Boston has about another 2 weeks before they submit their fourth stage plan.

We feel progress has been made in this area.

Mrs. **Hicks**. Well, you feel that progress has been made, and will that progress satisfy you, as to the additions to be met after the racial imbalance law?

Dr. **Sullivan**. I cannot answer that unitl we see the fourth stage plan.

This is a very important dimension of the Boston plan that is in my opinion is completely unconstitutional, and that is the principle of open enrollment.

This is a critical subject. We have alerted the chairman of the Boston School Committee.

Your companion committee in the Senate has heard testimony from Mr. Mitchell, the Attorney General on the constitutionality of the Boston enrollment plan.

Our advice indicates it is clearly unconstitutional under the 14th amendment.

Mrs. **Hicks**. Would you define this plan, and, also, would you tell this committee by what authority that you feel it should be decreed unconstitutional?

Dr. **Sullivan**. Any plan that permits a school to become in balance by having a child or children move from a district, that is an integrated one, and move from it to an all white community, where it does not aid in balancing the school would be an infringement certainly on the rights of all children.

Mrs. **Hicks**. You made the statement moved from the school.

I do not understand what you mean. You mean that the school committee, and the school department has forcibly moved children, white children, from an all white school to another all white school in order that the school becomes in balance?

Dr. Sullivan. I will read to you from Mr. Lee, a member of the——

Mrs. Hicks. I would be happy to hear from you. I think I have heard from Mr. Lee.

Dr. Sullivan. Let's give you the figures. They are the school committee's figures.

Mrs. Hicks. I want to know, Mr. Sullivan, I am interested in knowing what you mean by moved from.

I mean, it gives me the implication that some forcible means have been used by the school committee and moved children from a particular school.

Dr. Sullivan. The forcible means is permitting such a policy to exist.

The school committee is partnership to this. A definite policy that suggests a child may flee a school and enter a school that is an all white, or practically all white school, can only work against balancing all the schools in the community.

Mrs. Hicks. Will you tell for our record, Mr. Sullivan, exactly what is to prevent——

I believe you have decreed a present policy of the open enrollment, and what was the policy of the Boston School Committee relative to this, so that the committee members not present will be able to clearly understand the distinction between these two policies.

Dr. Sullivan. A very simple policy.

The child——

Mrs. Hicks. Which policy is this?

Dr. Sullivan. Open enrollment.

Mrs. Hicks. The present one?

Dr. Sullivan. The present one. As Mr. Glenn is pointing out to me, we have our present policy.

Mrs. Hicks. This is the one instituted by you?

Dr. Sullivan. The State board of education, Mrs. Hicks, unanimously.

Mrs. Hicks. All right.

At your recommendation.

Dr. Sullivan. Absolutely. Very strong recommendation.

I would be happy, Mr. Chairman, if Mrs. Hicks would like to read both of these.

This is the present enrollment policy, and it is rather lengthy.

Mr. Pucinski. I wonder if I may interrupt for one moment here.

In this colloquy, with the State superintendent of your State of Massachusetts and with our distinguished member, and in the light of your own statement, Dr. Sullivan, I am puzzled by the phenomena, which you are expriencing here in Boston and in Massachusetts, that is being experienced all over the country, and that is the question of resgregation.

Now, it seems to me, in 1968, according to the statistics that I have here, there were only .3 percent or three-tenths of 1 percent children in Boston attending 100 percent minority schools, or all black schools.

There were only one-third of 1 percent children in a school that was totally isolated.

Now, in the wake of your new legislation, and apparently the policies you have been discussing here, that figure has shot up to 11 percent, and so it seems to me, that your policies are really propagating resegregation, and when that occurs, where do you go then?

When a school tilts from an integrated school to a totally segregated school, nonwhite school, through the process of trying to integrate the schools, where do you go then, and where do you educators plan to go when that happens?

Dr. SULLIVAN. Mr. Chairman, coming from Illinois, I think you need to spend a little more time in Boston.

It is not that easy for you to understand the situation in Boston by a little exchange here between Mrs. Hicks and me.

It is a very simple thing, Mr. Pucinski, when you permit children, who have the transportation at their fingertips, many of them, to leave a school that is a balanced school, and move to the periphery into an all-white school, you are encouraging segregation to go on in the city.

The other point you make, is that my policies are the board policies, and you gave some figures, and incidentally, your figures were correct.

Mr. PUCINSKI. Were not correct?

Dr. SULLIVAN. Yes, they were correct, Mr. Chairman, and we must point out two things in Boston.

We continue to have a continued migration into the city of blacks, and——

Mr. PUCINSKI. And an outmigration of whites, and this is happening all over America, and I am almost ready to predict that if this trend continues, probably in the next 5 years, wherever there are large concentrations of minority groups in this country, you are going to have a public school system predominantly attended by minority groups.

Dr. SULLIVAN. I respectfully——

Mr. PUCINSKI. I am anxious to hear you tell us why, because this legislation we are trying to pass here is designed, hopefully, to stop this trend.

Now, on the basis of your statistics, and every index that we look at, in Boston, in 2 years, we look at the total population of nonwhite students, Negro students in this city.

In 1968, you had a nonwhite, or Negro enrollment of 25,000. In 1970, 28,000.

In other words, the percentile increase in nonwhite students was infinitesimal, from 27.1 percent to 29.8 percent, slightly more than 1 percent, but then as you look over the dispersement of students in Boston schools, you find that in the category of Negroes attending minority schools, and black population, it was from zero to 49 percent.

That percentage went down and in 1968, the percentage was 23 percent, but in 1970, it was only 18 percent.

Now, what happened to the 5.3 percent?

These students moved into other schools in the district, and when we look at the enrollment of students in minority schools inhabited or attended, from 50 to 100 percent minorities, when we look at the figure, 80 to 100 percent minority school members, the figures goes from 54 percent to 65 percent.

When we look at the figure of 90 to 100, the minority school attendance goes from 43 percent to 52 percent.

When we look at the figure of 95 to 100 percent minority attendance, the increase is from 33.6 percent to 39.4 percent.

When we look at the figure, 99 to 100 percent minority school attendance, here the figure goes from 19.4 to 22.3, and, finally, when we look at the category of totally segregated nonwhite schools, 100 percent, the number of black children in the last 2 years attending totally segregated nonwhite schools, jumped from 0.3 to 11 percent.

Now, Dr. Sullivan, in the face of these statistics, I think Boston offers an excellent laboratory, an excellent laboratory to look at the merits of the legislation before my committee, and to see how this legislation can indeed help resolve this problem of resegregation, and tell you, on the base of the studies I am making all over this country, the No. 1 problem in this country, today is resegregation, and when that school becomes segregated to all black, as you have indicated in your own studies here, from less than 0.3 to 11 percent, then I want to know where we will go.

How will this legislation, I would like to know from you, how will this legislation help stop that trend?

Dr. Sullivan. Mr. Chairman, just a couple of observations, and then I would like to come back to this formal presentation.

The statistics you just gave give clear evidence why the State board of education has indicated that Boston does not implement chapter 641, which is the State's racial inbalance act, that it withhold money.

There is no fault with the law in Massachusetts. The problem in Massachusetts and the cities of Boston, Springfield, New Bedford, has been lack of implementation.

Now, I would like to go on with my testimony.

Mrs. Hicks. Excuse me.

May I just ask a question?

In here you say the fault lies in Boston, Springfield, and New Bedford, but prior testimony, you said. that an all-white school in your opinion was just as segregated as an all-black school.

Then why do you speak of these three places?

Why don't you speak of all of the schools of the Commonwealth that are all white?

Dr. Sullivan. I would certainly indicate that any children or child living in America, in North Dakota, or Texas, who lives or attends an all-white school is an underprivileged child today.

Mrs. Hicks. How about in Massachusetts?

Dr. Sullivan. He is equally underprivileged, because there is here in this State a multiracial society. Unless we learn to live together, we are not going to have meetings like this for very long.

Mr. Pucinski. I think Mrs. Hicks is raising the question of why you apparently would be withholding funds from Boston, because they have a large concentration of all nonwhite schools, or an imbalance of nonwhite schools, and yet you tolerate all-white schools throughout your State.

The point she is trying to make, if I understand her statement here, is that there is as big a violation in the rest of this State, and funds ought to be withheld in the rest of the State in communities that are segregated all white, just as much as schools that are segregated all nonwhite.

Dr. Sullivan. Mr. Chairman, I will address myself to that question in my testimony. There is a bill here that discusses this.

Thank you very much.

The effect of this provision is to insure that no school system will receive funding which has not, nearly 20 years after the Supreme Court's Brown decision, taken the politically unpopular but educationally right step of moving to eliminate racial isolation districtwide.

I am a believer in strong State and Federal action to eliminate minority group isolation in the schools, but I also believe that there must be strong local leadership.

I would like to point out that we clearly believe that before any funds be made available by the Federal Government to any district, that there be an adoptive comprehensive plan, and not one that they would consider only.

Strong local leadership is lacking in almost every community in this country.

In the final analysis, it is the educators and the school committee members of a community—with outside technical assistance—who are best able to develop and implement a plan for the elimination of minority group isolation which will be optimal for the local situation—if they have courage and leadership enough to do so.

The comprehensive, districtwide plan is the keystone of any successful effort to eliminate isolation.

Piecemeal approaches simply do not work, and in fact encourage fears and neighborhood instability because of the new measures which must be taken each year.

Far better to develop a comprehensive plan which will provide a long-term solution, explain it in detail so there is general understanding throughout the community, and then implement it.

Mr. PUCINSKI. Dr. Sullivan, then I would presume, under what you are saying here to the committee, and this is precisely what the Senate bill will provide, these 11 percent of the totally nonwhite schools in Boston, in order to integrate them to meet your comprehensive plan standard, you obviously would have to bus, or cross-bus youngsters from white communities into those schools.

How else are you going to integrate those schools?

Is that what you are suggesting to the committee?

Dr. SULLIVAN. No; I am not suggesting how to do it.

You have indicated in sort of a final statement there is no other way to do it, that that is the only way to do it.

Mr. PUCINSKI. Would you explore the other ways?

Dr. SULLIVAN. Yes; I sure would.

We will get into such things in our testimony, as the educational park concept, that certainly is necessary in this discussion here this morning, Mr. Chairman.

The pairing of schools, many of these approaches in communities in this country have not resulted in transportation.

However, I see nothing wrong with having children take the best means to get to school, and that is a ride and not to walk.

Mr. PUCINSKI. The question I am asking, you have praised that part of the Senate bill, which calls for a comprehensive plan, and I think that we have the record clear on that.

Now, in order to effectuate this comprehensive plan, in order to effectuate a balance in all the schools within the system, this obviously would require cross-busing.

This would require busing youngsters from white neighborhoods into nonwhite neighborhoods, and youngsters from nonwhite neighborhoods into white neighborhoods.

I am merely asking as the chief school officer of this Commonwealth, whether this is what you are recommending as a solution to the problem?

Dr. SULLIVAN. I am recommending it, and I have been recommending it for years, Mr. Chairman, and it is awfully good in 1971 to have the Supreme Court of the United States tell me I was right all the way.

Mr. PUCINSKI. There is no question that is the way we would implement the Senate bill in your judgment is through this massive busing?

Dr. SULLIVAN. No; you are putting words in my mouth, Mr. Chairman.

I have indicated I would take whatever means are necessary, and I would make these on the basis of what is safe, and what is educationally sound.

Mr. PUCINSKI. What does that mean?

Those are words.

What does that mean?

Dr. SULLIVAN. It means I would indeed use transportation, if that was the safest way to school, and I certainly would not ask a black child to walk to West Roxbury. I would want the black children going in that direction to have a nice ride, and I would want the West Roxbury youngsters who were moving toward the inner city to equally share the facility of a vehicle that provided excellent transportation.

Mrs. HICKS. Now, for instance, the white child that is coming from West Roxbury, that you would like to have a nice ride, into the Roxbury area, and the Roxbury child, you would want to send into the West Roxbury area, to give him a nice ride, what if he, the child, does not want to go, would you then recommend forcible cross-busing?

Dr. SULLIVAN. It seems to me, Mrs. Hicks, the best example, if they want to go, for that nice ride, into the black community, such as Boston Technical School, I am proud of one of the fine schools in this city, and it is located in the heart of one of the worst ghettos in America, that kids in West Roxbury are delighted to get on the bus and go to that school every morning.

Mrs. HICKS. You are talking about high school children.

I am talking about elementary children, very small children, in all black schools.

Dr. SULLIVAN. Let us talk about little white children, who are also getting on buses every morning to ride to the fine Trotter School, also in the heart of the ghetto known as Roxbury.

You give the inner city a fine facility, you put around it those things that it should have, that the suburb has, and the children will go to that school.

How do I know?

Because they have done it in areas where it has been tried, including your home city of Boston. I am proud of it.

Mrs. HICKS. May I ask you to say for the record, whether or not the Trotter School, of which you are so proud, when it opened, whether or not it was racially balanced?

Dr. SULLIVAN. Repeat the question.

Mrs. Hicks. The Trotter School, of which you have spoken, I would like to know, when this school opened in Boston, whether or not it was racially balanced?

Dr. Sullivan. No, not according to the law.

Mrs. Hicks. Was it anything else?

Dr. Sullivan. Yes, it met the demands of the law and the spirit of it.

The law says reduce imbalance.

Those children who were coming to the Trotter School from the white schools and the black schools were indeed reducing imbalance in those schools.

However, there was a condition attached to that approval to Boston, namely, that beginning the following year, the entering grades would have to be balanced.

Dr. Ohrenberger has done this.

Incidentally, this is where we have to win the victory in America. I am not all convinced that we are going to save our democracy by integrating our secondary schools. It is too late. We are going to integrate our primary schools, our nursery schools, our elementary schools. That is where attitudes are formed, and if we wait until they are 15, and then dump them into a city high school, all we are asking for is a major trouble, as is evidenced throughout this country today.

Mrs. Hicks. May I ask you for the record, is the Trotter School racially balanced today?

Dr. Sullivan. The answer is the entering grades are.

Mrs. Hicks. The question is: Is the Trotter School racially balanced in acordance to the racial imbalance law today?

Dr. Sullivan. It is slightly out of balance. The answer to your question is no.

Mrs. Hicks. Thank you.

Mr. Pucinski. Why is it out of balance?

Dr. Sullivan. Because there are more than 50-percent black children in the school, Mr. Chairman.

Mr. Pucinski. The Trotter School is designed and built with the expressed purpose of being a balanced school. It would have qualified under that provision of the Senate act as the one model integrated school, but you say it is not now integrated?

Dr. Sullivan. Would you like me to explain in my opinion why?

I think it is not balanced because of administrative bungling in the city of Boston, when they admitted many, many hundreds of black children in excess of the number they could accept.

They got into a lot of trouble. It was poorly handled. That is why it is imbalanced today.

Mrs. Hicks. Dr. Sullivan, did you give a waiver on that particular school to have it opened as an imbalanced school?

Dr. Sullivan. We have continued to grant them 65-percent aid, Mrs. Hicks.

Mrs. Hicks. And that is the amount of aid you give to a balanced school, is it not?

Dr. Sullivan. That is correct.

Mrs. Hicks. So that you condoned the opening of the Trotter School as an imbalanced school by giving the 65-percent school aid?

Dr. Sullivan. Under the conditions, those that I just described, yes. Shall I proceed, Mr. Chairman.

Mr. Pucinski. Go ahead.

Dr. Sullivan. By permitting a school system to concentrate on only one school, the two House bills would encourage partial, unstable, and unsatisfactory solutions to the problem of minority group isolation.

They would allow local leadership to evade its responsibility to develop and implement comprehensive plans.

They would permit situations in which favored constituencies within a school system could be shielded from participating in efforts to eliminate minority group isolation.

They might well have the effect of encouraging litigation to require districtwide plans.

We are back now to the point of a program, where the Federal Government would reward a city for having a balanced school.

Mr. Pucinski. Dr. Sullivan, I hope that your statement about the official bungling on the Trotter School is based on a little more than your analysis of the House bills, because I must respectfully disagree with your interpretation of the House bills.

The House bills do nothing of the kind, and we will develop that point as we go along, but I must say that in view of your attack on the local school authorities, I hope it is based on a little more analysis than you have made of the House bills, for you do not treat the local school system too kindly with your attack.

Dr. Sullivan. I would suggest, Mr. Chairman, you let me review all of the bills entirely before you make a judgment of our interpretation of it.

Section 7 of S. 1557 provides for programs to address the problem of language isolation.

The need for such programs in Massachusetts is tremendous. There are about 60,000 nonwhite (Negro and Oriental) schoolchildren in Massachusetts; we estimate that there are two or three times as many children who do not speak English at home. The Massachusetts Racial Imbalance Act does not apply to the tremendous isolation of these children.

The isolation experienced by the child whose command of the English language is limited is quite different from that of the nonwhite child.

It is at once more intense and—potentially, at least—more temporary.

Many such children learn fluent English and in time are indistinguishable from their classmates.

This process may exact a heavy personal cost and a cost to our society, which should be able to tolerate and welcome diversity. But the heavier cost is borne by those children who do not acquire the facility in English which would enable them to be successful in school.

The provision, under S. 1557, of funds to develop curriculum, train teachers, and implement programs to eliminate language isolation is most important. The specification that such programs be bilingual and bicultural is in line with our own conclusion that children should not be forced to give up their linguistic and cultural heritage.

I would like to point out in S. 1557, there are two meritorious setaside accounts, but first for education parks, we have touched earlier on the isolation of white children, which I deplore, because they too are the neglected children in our society.

In S. 1557, moneys that could be made available to metropolitan areas, where we could build these functional large schools on the periphery of our great cities instead is a step in the right direction.

Mr. **Pucinski.** Dr. Sullivan, on that point, I would like to get your views.

At a time when many of you educators are espousing huge educational parks, there are many equally responsible educators who think we ought to be going the other way.

The New York Times, I believe it was last week, or 2 weeks ago, had an excellent article of the one-room schoolhouse, where they showed they have a good deal of supportive activity among the youngsters.

The thing that disturbs me, on the educators part with regard to education parks——

Well, let's consider the largeness of Berkeley, and then the University of Chicago, all of the large schools, and we have witnessed a greater degree of disruptions at those universities, and are you not concerned that an institution of 25 or 30 youngsters, a handful can tie that institution up, a handful of students, for whatever reason, can bring that whole institution to a grinding halt, as they have in these large universities, or is that not of any concern to you?

Dr. **Sullivan.** Of course, it is, Mr. Chairman. It is also of concern to me we had blowups at a place called Kent State, Jackson State, and on every other small university.

Mr. **Pucinski.** But they did not tie it up for a long period.

Dr. **Sullivan.** They killed people instead.

Mr. **Pucinski.** But the fact is at a university, as at the University of Chicago, a student body of 19,000 was brought to a standstill by 300 people, who captured the administration building, and at Berkeley the same thing.

At Columbia, the same thing.

I am concerned with whether or not it is wise for Congress to make available funds for these educational parks, which can be brought to a standstill by a relatively few people.

Is this a sound policy?

Dr. **Sullivan.** I would say that you are driving home here a situation that was indeed true at Columbia, to a degree at Berkeley, and at the University of Chicago. It does not make any difference, Mr. Chairman, that a handful of people in this country, whether it is at the university level, or in the city of Washington, unless you can arrest them by the tens of thousands, they can indeed tie up an institution of any size, regardless of its size.

Mr. **Pucinski.** Every study we have examined, including a study by this committee on student unrest and violence at the high school level, it seems to indicate—not seem, does indicate—that there is a direct correlation between the incidents of violence, and the bigness of the school.

In other words, the larger high schools have a higher incidence of violence and terrorism and gang warfare and whatnot than the smaller schools.

Now, if this is true, then I wonder if you would be good enough to tell this committee, how can we go ahead and talk about educational parks?

Dr. **Sullivan.** Mr. Chairman, one of the reasons I am here today is the hope that Congress will put up money for our local school administrators, so that teachers can be retrained, and curriculums restructured, so that these young people tearing daylight out of our schools will not do it.

What is happening is that our schools are not prepared for the change in times, and because money is not available to retrain the staff, because curriculums remains irrelevant, we have bigger problems because there are more kids in the bigger schools.

Mr. **Pucinski.** What training?

The fact that a female teacher gets jumped by a gang in her classroom, what kind of a training program are you proposing for the teachers to keep that from happening?

Dr. **Sullivan.** What causes the gang to jump on the teacher?

Mr. **Pucinski.** I don't know.

Dr. **Sullivan.** I think you better investigate that.

Mr. **Pucinski.** I hoped you would give us some answer.

Dr. **Sullivan.** Poverty, deprived conditions, conditions in this country that do not seem to change, lack of employment, inability of these people to run out into the suburbs might go after all of the dimensions are examined.

Let's not just stick it to the schools. You are talking to the expert on the one-room school. I happened to come from one.

Mr. **Pucinski.** Most of the successful men of this country have been a product of one-room schools.

Dr. **Sullivan.** Thank you.

A 1 to 1 relationship is what we are trying to do.

We can do this. The thrust is to humanize, Mr. Chairman.

Mr. **Pucinski.** How can you humanize education in an educational park?

You said at the outset of this statement, and I am with you, I believe the Federal Government is out to become a full partner in financing education, and I believe we ought to give educators a chance to prove some of your theories, but I am really puzzled, and this is one reason for these hearings, [illegible] to get reaction of people like yourself on how can you bring humanization to an educational complex, housing some 30,000 students, how can you do that?

Dr. **Sullivan.** One way to do it is to involve the students, which we have not done.

That is the beginning.

Then you break your very large school down into a series of schools within a school, as it has been successfully demonstrated throughout the country.

You have teams of teachers working with teams of students.

They are large schools, Mr. Chairman, in this country, exceedingly large schools in this country, that I am familiar with, because I participated in building some of them, where the violence I talked about did not occur.

The entire question is one that in our large schools, which can afford it, because we put in the fine books we need in our libraries, that we cannot put in a series of small schools.

We put in our media center that is so necessary in a large school. We cannot put them in the small schools.

Yes, indeed, they can be humanized, if people go to work on it.

We just have not worked very hard on the subject.

To sum up some of the more salient reasons on why I support S. 1557, three points.

It is a timely law, and it is imperative that funds can be utilized effectively for 1971–72.

I want to stop here just a minute, Mr. Chairman, Mrs. Hicks, and point out that yesterday I was approached by a very distinguished university professor, who is involved in trying to retrain Boston teachers this summer, and Mrs. Hicks is right, there is a shrinking educational dollar in this city, and in every other city.

The question is you prepare for an integrated setting, and this is done through the retraining of teachers to teach in a multiracial setting. That takes retraining. The city of Boston does not have the money to do it, nor does the State have the money.

S. 1557 would make funds available to do this important work.

Second, the law must embody in the affirmative a desegregation policy, and it must have funds—rather than emergency funds—it must have funds which treat only the problems caused by racial isolation.

Federal aid should reward the magnitude of effort, not merely the dimensions of the crisis.

In the third point, metropolitan solutions as in the Senate bill should be explicitly for suburban as well as for urban children.

We are most disturbed, however, that the language of section 11(8)(A), which includes "persons who are from environments in which a dominant language is other than English and who, as a result of language barriers and cultural differences, do not have an equal educational opportunity" within the definition of "minority group," specifically excludes these children from the calculation of a State's share of the total funds available.

We got very concerned about this when we saw the projected figures for the State of California, and obviously, it was based on their very large Chicano population, where there is indeed a great need.

We are pointing out that here on the east coast, we continue to be proud of the ethnic diversity of our communities, the great range in Boston certainly continues to be the great melting pot in our country.

We feel that these children from the other ethnic groups, who also are non-English speaking, many of them, are not included in this particular bill.

Among the materials which we are submitting to you today, you will find a letter which I directed to send to Senator Mondale last month, pointing out the danger of overlooking the thousands of children who speak a variety of language other than English.

I wish to have that made a part of the record at this time, Mr. Chairman.

(The letter referred to follows:)

THE COMMONWEALTH OF MASSACHUSETTS,
DEPARTMENT OF EDUCATION,
Boston, May 24, 1971.

Senator WALTER F. MONDALE,
U.S. Senate,
Senate Office Building,
Washington, D.C.

DEAR SENATOR MONDALE: At the conclusion of the volume of testimony on S. 195 and S. 683 appears a table of "Students and Teachers (estimated) in Standard Metropolitan Statistical Areas, 1968".

I assume that these figures may have some bearing upon the proportion of funds allotted to each state.

I am concerned about this because the table does not reflect the very large number of non-English speaking children in Massachusetts. The table lists almost four thousand Oriental children and somewhat over eight thousand Spanish-American.

A recent survey conducted by this Department found that over ten thousand children in Massachusetts are receiving instruction in English as a Second Language. Thousands more should be receiving such instruction.

Massachusetts is a major receiving point for the "New Immigration." Our Portuguese-speaking, Italian-speaking, Greek-speaking, Arabic-speaking, and Catonese-speaking population is growing rapidly. Thousands of our school children speak French in their homes.

I recognize that this diverse ethnic mix is more difficult to measure than a Negro-Anglo-Mexican American mix which may be relatively stable over time. But it is important that minority-group isolation be addressed wherever it is found.

I enclose a report prepared by our Bureau of Equal Educational Opportunity, on non-English-speaking children in Massachusetts. I hope that these figures will illustrate the need to have such children in mind as programs are approved and funds distributed under the Emergency School Assistance Act.

Sincerely,

NEIL V. SULLIVAN,
Commissioner of Education.

Dr. SULLIVAN. You will also find a memorandum prepared by our bureau of educational opportunity, which estimates the number of children in Massachusetts, who speak languages other than English, and I would like to submit that for the record, Mr. Chairman.

(The information referred to follows:)

MASSACHUSETTS STATE DEPARTMENT OF EDUCATION, BUREAU OF EQUAL EDUCATIONAL OPPORTUNITY

Linguistic minorities in Massachusetts, June 4, 1971

	60, 000
English-speaking	75, 000
Portuguese-speaking	2, 000
Italian-speaking (school children)	20, 000
Greek-speaking (families)	60, 000
French-speaking	25, 000
Arabic-speaking	8, 000
Chinese-speaking (in Boston)	500
American Indian (school children)	

LINGUISTIC MINORITIES

"This state ranks seventh in numbers of aliens in the United States and fourth in numbers of immigrants giving their points of destination in the United States." (*53rd Annual Report*, Board of Higher Education, Division of Immigration and Americanization, July 1969–June 1970.) The U.S. Immigration Office reports in FY '70 that, of immigrants declaring Massachusetts as their intended state of residence, there were 4,335 from Portugal, 1,709 from Italy, and 1,324 from Greece, 374 from China, and 232 from Cuba.

Estimates by informed people from various communities suggest that there may be as many as 150,000 children in Massachusetts whose native language is not English. The following are estimates for Spanish-speaking, Portuguese-speaking, Italian-speaking, Greek-speaking, Arabic-speaking, Chinese-speaking and American Indians. But there are also sizeable groups of Haitians, French Canadians, Filipinos, Latvians, Poles, etc.

Spanish speaking, general population:	
Massachusetts	50,000–60,000 [1] 100,000–125,000 Puerto Ricans [2] 75 percent of the Puerto Ricans in Massachusetts cannot communicate in English.[3]
Boston	40,000.[4]
Roxbury and Dorchester	12,000 to 14,000.
South End	10,000 to 12,000.
Jamaica Plain	3,000 to 5,000.
Allston-Brighton	3,000.
Mattapan	1,000 families.[5]
South Boston	104 families.
Columbia Point	210 families.[6]
Haverhill	1,000.
Lawrence	8,000.
Lowell	2,500.
Waltham	800.
Brockton	2,000.
Springfield	12,500.
Worcester	1,400.[7]
New Bedford	1,500.[8]

[1] Armando Martinez, Puente.
[2] Mr. DelRios, Department of Labor, Migration Division.
[3] Jack Fowler, Joint Center for Urban Studies, Harvard and MIT.
[4] Armando Martinez, Puente.
[5] Conchita Rodriguez, office of public service, city hall.
[6] Sister Francis Georgia, mayor's office of human rights.
[7] William Nickerson, Massachusetts Commission Against Discrimination.
[8] Sister Rosellen, New Bedford School Department.

Portuguese speaking:	
General population:	
Massachusetts	75, 000
New Bedford	18, 000
Fall River	18, 000
School age population: New Bedford (15 percent of the public school population)	[1] 2, 500
Italian speaking, school population:	
Massachusetts	2, 000
Boston (public and parochial schools)	600
Springfield area	[2] 500
Greek speaking:	
Massachusetts:	
Families	20, 000
Children	[3] 20, 000–25, 000
Arabic speaking, general population: Massachusetts	[4] 25, 000
Chinese speaking:	
Boston:	
General population	8, 000
School population	[5] 2, 000
American Indians, school population (not native speakers for English):	
Boston:	
Public schools	300
Parochial schools	100
Rest of Massachusetts	[6] 100
French speaking, general population, 1960 (1970 figures not yet available:	
Massachusetts	59, 032
Boston	15, 859
Springfield area	9, 770
Worcester (g.)	[7] 4, 200

[1] Jack Battista, New Bedford School Department.
[2] Ernest Mazzone, Massachusetts State Department of Education.
[3] Reverend Dufault, Cathedral Church, Evangelismos, Roxbury.
[4] Father George, St. George's Syrian Orthodox Church, Boston.
[5] Winnie Lee, Quincy School Committee Council.
[6] Rayleen Bey, secretary, Boston Indian Council.
[7] Bilingual schooling in the United States, vol. 2.

Dr. SULLIVAN. It seems clear to us that, if this isolation is as serious as that based upon race—as our own experience and the language of all three bills indicates—then the funds should be made available to eliminate this isolation on the same basis as racial isolation.

To direct that linguistic isolation be eliminated, and then to exclude linguistically isolated children from the funding (unless they speak Spanish or Portuguese), is unfair to those States and localities with large numbers of children who speak other languages.

The bill pending before the Massachusetts Legislature would require an accurate census of such children, including the degree of their deficiency in English; at the moment we can do no more than make estimates based upon information from a variety of sources.

Section 8 of S. 1557 addresses a concern which we feel strongly in Massachusetts: metropolitan approaches to the elimination of minority-group isolation.

The suburbs must become more deeply involved. In Massachusetts a program is already in existence which enables 1,456 minority-group children to attend school in 33 suburban communities.

Incidentally, there is a long waiting list of children who want to participate in this program.

The Commonwealth provides more than $1.5 million to pay for their tuition and transportation.

We need, we must have, suburban participation for educational reasons.

For the education of suburban children as well as of city children. Nearly 18 percent of the white children in this State attend schools in which they will never come to know and respect a black child because there is not a single black child in their schools. Ninety-three percent of the white children in this State attend schools with fewer—in most cases far fewer—than 10 percent nonwhite students.

These white children, most of them in the suburbs, are educationally deprived.

Their isolated education—and that of nonwhite children in many city schools—is not preparing them to live in a diverse society.

This isolation, as much educational research has shown, is a major factor in our Nation's movement toward "two societies, one black, one white—separate and unequal."

It is because, in the words of S. 1557, "eliminating or preventing minority group isolation improves the quality of education for all children," that we must have suburban participation.

We must move beyond programs which simply place nonwhite children in suburban schools—as in the METCO program in Massachusetts—to programs which bring suburban and city children together for educational experiences in the city as well as in the suburbs.

The Boston and Lincoln school systems are presently cooperating in such an effort.

H.R. 7212, the Urban Education Improvement Act of 1971, addresses the question of suburban involvement in a far more thorough way.

The concept of this proposal, similar in nature to the Ribicoff bill, recently defeated in the Senate, is one that we endorse.

The final implementation date of 1983, although realistic for many metropolitan districts of this Nation, may not be for others.

There is an immediacy to this problem as stated by the Kerner Commission that requires me to place a greater priority on S. 1557.

Mr. PUCINSKI. Let's just pause there a moment.

Your analysis of the Senate provision, the House bills, and the bill that was passed by the House last year, which the Senate refused to accept, did provide for an operation, where a local school district, the School District of Boston could have contracted with a number of suburban schools to accept minority children from the School District of Boston, and funds from the Federal Government, which are made available to pay the difference.

Now, a number of communities in this country have attempted to try an operation wingspread, and they always run into the financial problem, simply because it costs so much more to educate a youngster in a suburban school than it does in a metropolitan or urban school system, and nobody has the money to pay the difference.

The House bill would have provided such funds.

In my judgment, Dr. Sullivan, on balance, this sort of a voluntary effort probably would have proved a good deal more effective than to try to go the route that is incorporated in both the Senate bill and the Ribicoff amendments.

My own judgment is that the Ribicoff proposal is a proposal that will only hasten the day of pulling vast sections of white youngsters out of public schools, and this is the kind of balance that we try to reach in the House bill, and I am sorry that you have not had a chance to examine the House approach, because in my judgment, the so-called operation wingspread probably would have been much more effective, given minority children opportunities in these fine suburban schools than any of the proposals before us.

Dr. SULLIVAN. Mr. Chairman, I hope it is abundantly clear I am not critical of the House bills, other than we plan to have a complete plan.

That is the area where we have great concern. Other than that, we are very much in agreement with the House bills.

Mr. PUCINSKI. My own fear, in the Senate version, the metropolitan proposal is so restrictive, and it does deal with one of these comprehensive plans, it would be very hard, very difficult to get any kind of meaningful cooperation from suburban school systems, and I do not think it would be very operative, whereas in the House bill, we try to provide an incentive, and we try to provide the funds to let these school systems work something out voluntarily.

That is the only difference we have.

Dr. SULLIVAN. I have observed, Mr. Chairman, and I know you and Mrs. Hicks are aware of this, that not only must money appear, but certainly in the suburbs, there must be change added to this, when communities such as Great Neck will hold mass meetings when they talk about having black children come out from Queens, but there is something wrong with the thinking and the philosophy of those people who are running these suburban school systems, who want to keep them in isolation.

On H.R. 3101, the Safe Schools Act of 1971, it is quite evident that secure schools are indeed necessary for teaching and learning in the elementary and secondary schools of the Nation.

And certainly State and Federal authorities should stand ready to offer local educational agencies all necessary and appropriate assistance in achieving this objective.

However, the creation of yet another categorical program of Federal aid to local schools does not seem to be the wisest way of dealing with this problem.

Instead, I would favor establishing an appropriation for general aid programs such as proposed in H.R. 6179, and permitting the expenditure of a part of such funds on security programs.

This approach would permit local authorities to deal with security problems along with other school problems in accordance with the scale of priorities that seems to them most appropriate to their local situation, rather than induce them to distort these priorities in the direction of available Federal categorical funds.

Furthermore, we must recognize that many problems of school security are representative of deeper educational inadequacies; categorical funding may lead local authorities to focus only on the disciplinary aspects of these problems to the exclusion of the underlying causes.

We will not achieve the goal of secure schools unless and until sufficient general funding is made available to permit a broad systematic attack on all educational fronts.

Mr. Pucinski. Dr. Sullivan, you have been very helpful to the committee.

I appreciate you being with us.

I wonder if you could tell us, very briefly, assuming we did enact a categorical spending program to deal with helping schools undergoing problems of integration, how do you envision specifically, how do you envision this money would be spent, how would the money be spent in Massachusetts, or, if you wish, in Boston, specifically?

Dr. Sullivan. A very important question, Mr. Chairman.

I indicated earlier that I would strongly recommend to the local superintendents, that they concentrate on the curriculum to see that it is reflective of and presents in a fair way the true history of our world and not just the history of White America.

Mr. Pucinski. Is not that being done now?

Dr. Sullivan. Slowly.

Mr. Pucinski. What are we doing with the money?

We are spending $55 billion on education in this country, the second largest item in the United States, and that is to defense.

Now, are not State funds and local funds, educational funds, is not that being done now?

This is 20 years after the Supreme Court decision, Dr. Sullivan.

Dr. Sullivan. Mr. Chairman, I would respond that complete curriculum revision and complete retraining of staff is needed.

Incidentally, you cannot retrain current staff. You have got to take those who are outside of the teaching field, and want to come in.

You cannot retrain them. You can train para-professionals.

There is no money in the Educational Development Act to retrain staff.

Problem No. 1, in the area when you talk about your billions of dollars, it comes in mostly in occupational education, where obviously the need is great.

That does not deal with curriculum in our comprehensive high schools.

Only to a small degree——

Mr. Pucinski. You missed my point.

I am aware of the fact the Federal Government only spends about some 7 percent.

I agree that it is a pittance, and you know I have a bill to bring that up to 33 percent.

What I want to know is, what are you doing with your own resources, what are your people doing with your State and local resources to teach young Americans something about each other?

Why do we have to wait for Uncle Sam to shovel the money at you?

Why is not this being done now within the framework of your present State and local expenditure?

Why do you have to wait for the Federal Government to prod you?

Dr. Sullivan. The legislatures, and some of the Government in this country of ours have not made moneys available to local school committees, and to local administrators, and we continue to depend on the property tax.

We put that poor man out of business. The moneys are not there.

Mr. Pucinski. Dr. Sullivan, we are not communicating.

How much money does the Commonwealth of Massachusetts provide in State aid to local school districts?

Dr. Sullivan. $225 million.

Mr. Pucinski. And how much money do local school districts in this Commonwealth raise for their own resources for education?

Dr. Sullivan. Another $750 million.

Mr. Pucinski. There is in excess of $1 billion being spent now in local and State funds for education in this Comonmwealth?

Dr. Sullivan. That is correct.

Mr. Pucinski. Now, how much of that money is being used to teach young Americans something about each other, and how much of that money is being used to train teachers to help young Americans understand each other better?

What is being done with your State and local funds in the direction that you want the Federal Government to go?

Dr. Sullivan. In Massachusetts, Mr. Chairman, the local school committee has tremendous autonomy.

I would say in some communities, they have taken a proportion of the money to do this, and they have done an excellent job.

In other communities, they have not even scratched the surface, so in responding to your question, we find some gain and some loss, and generally the school committee members and superintendents would say to me, just keeping the schools operating takes all of the available money, and you find it very difficult to put moneys aside for the retraining of staff and curriculum.

Mr. Pucinski. That is the problem I have, sitting where I am, in that you talked earlier today about humaneness in education.

It appears to me that a substantial amount of the local and State endowment has lost its mission.

You are so wrapped up in running an institution, opening the doors in the morning, and closing them in the afternoon, that you wonder what happens in between.

What happens in the 5 hours of that schoolday in terms of human understanding, human relations, and all of the other things we are talking about?

Why is it necessary for the Federal Government to come along with a billion-dollar bill, to do what you ought to be doing now with your local resources?

Dr. SULLIVAN. The question is an appropriate one for the chairman of this very important committee to ask.

The only answer I can give, these priorities are established by local school committees with restrictive budgets.

They have limited amounts of money. We are doing everything we can working with them, to encourage them with State moneys and Federal moneys, to give more diversion of these dollars into this so-called humanizing effort in our schools.

Mr. PUCINSKI. We need money for curriculums, we need money for teacher training.

What other things is this money being spent for?

Dr. SULLIVAN. In my experience, in desegregating a school system, you need moneys in the area of public relations.

It is extremely important to work with parents and teachers, so that they understand exactly what this program is all about.

You need this from the beginning, and you need it to continue along through.

You certainly need money to provide physical changes in the schools.

I could tell you, when you change schools, every little thing becomes extremely important.

The height of toilet fixtures, some school buildings would not permit primary school children to be on the second floor, a California law, for example, where we had to spend millions of dollars to reconvert those schools.

You have to go into some of your—for example, in Boston—schools and tear up some of this asphalt jungle, and this is all around our schools, and we must plant some trees and some shrubs, and make it a livable environment for children.

You need library books. You need the services that are so essential.

Mr. PUCINSKI. I want you to know that the Federal Government has been very critical of the school districts that are now operating under the emergency fund. You know, we have a $75 million emergency fund we put together. There has been severe criticism of spending money for these kinds of activities.

Dr. SULLIVAN. I am severely critical of the $75 million appropriation that we have given to southern segregationists, under court order, so you are not surprising me, Mr. Chairman, where they build swimming pools with title I moneys, for some of their white children. I am not surprised with what they have been doing with the money.

I am perfectly willing, when the Federal Government provides money, you write in those little fine lines exactly how it should be expended.

Mr. PUCINSKI. As you know, doctor, there is always a strong battle in the House on the whole question of busing, and the last time that this bill went through the House, there was an amendment adopted by a very large vote, prohibiting the use of any of this money for busing.

Can you see how Senate bill 1557 could possibly be implemented without a huge busing operation?

Dr. SULLIVAN. Well, to begin with, I am sure Congress is going to not only be impressed, but follow the decision of the Burger Court, where school transportation is no longer a no-no in this country.

They are telling you very clearly that it is a means of integrating your schools, and it should be used.

Now, your specific question, Mr. Chairman——

Mr. Pucinski. The question is, do you see how Senate bill 1557 could possibly be implemented, including the comprehensive plans we discussed earlier, without a massive busing operation?

Dr. Sullivan. Yes; I think in many communities, the type of peripheral school that we talked about earlier, the so-called park concept that would incorporate several neighborhoods would vastly reduce this transportation item.

Mr. Pucinski. Does this then mean that when the effort in the House is renewed, to prohibit the use of any of these funds for busing, that such an amendment would not impede the effectiveness of this legislation?

Dr. Sullivan. I think any amendment that would eliminate busing in the alternative would indeed be a great restricting influence on community.

I truly believe that in a large city, that some transportation is definitely going to be necessary.

Mr. Glenn here, and his staff, have worked out a plan for the Boston school committee, on a complete desegregation of the secondary schools, and he is the expert on that.

Would you permit him to talk on that one point?

Mr. Pucinski. Please do.

STATEMENT OF CHARLES GLENN, DIRECTOR OF THE EQUAL EDUCATIONAL AUXILIARY DIVISION, STATE DEPARTMENT OF EDUCATION, MASSACHUSETTS

Mr. Glenn. I wanted only to point out that in the plans which we presented to Boston, which we recognized are not nearly enough, not nearly as much as Boston ought to be doing, that nonetheless, these plans would involve moving thousands of these people out of imbalanced schools, that the schools, more than half nonwhite in the balanced schools without any additional transportation beyond what children are already doing.

We have hundreds of children in Boston going from South Dorchester by public transportation, a number of miles to a south Boston high school, which is almost a hundred percent white high school, while children living much closer, nonwhite children, they go to Dorchester High School.

We have many children traveling on buses to attend schools, and in ways that do not support greater isolation.

What we have done at the request of the Boston school committee is to draw new attendance district lines, which are no stronger in their shapes than the present school attendance district lines, which would, as I say, result in moving thousands of children into balanced schools.

Mrs. Hicks. In speaking of the white children traveling to all-white schools, under the open enrollment plan——

Mr. Glenn. The open enrollment plan does not really apply to high schools in that Boston does not have high school district lines.

Mrs. **Hicks.** That is why I say it is a little bit more on the elementary school scene. That is where the problem in Boston is, on the elementary level.

I wonder if you have a plan also for the elementary schools?

Mr. **Glenn.** The elementary schools in Boston cannot, as I am sure you are aware, be racially balanced by drawing new district lines.

Mrs. **Hicks.** How can they be balanced then?

Mr. **Glenn.** They will have to be balanced in part by reassignment of students to schools and in ways that will assure a racial balance.

Mrs. **Hicks.** These are little children, these are 6-, 7-, 8-year-old students.

How do you possibly get children out of the Roxbury area into all-white schools in Boston, or how do you get all white children, small, little children into the black school districts?

Mr. **Glenn.** You must realize, Mrs. Hicks, that hundreds of thousands of elementary school children are involved, primary school children in Massachusetts.

Mrs. **Hicks.** I am talking about Boston. I do not think we have to talk about children in the suburbs, they travel by bus to their neighborhood schools.

What about Boston?

Mr. **Glenn.** Surely it is no more difficult to travel in Boston than to travel elsewhere in the Commonwealth.

Mrs. **Hicks.** Do you feel if you were to forcibly bus, and that is the only way you could do it in Boston, white children into a black neighborhood, would it be very long before all of the white families would be moving out, if this policy were made, as a recommendation, and as a mandate?

Mr. **Glenn.** I do not believe that is true.

I live in a white neighborhood of Boston, and I talked to many of my neighbors.

I do not think they are going to be as terrified by this prospect as you seem to believe they will be.

Mrs. **Hicks.** Tell me, how would you explain this increase in isolation among black children from 0.3 percent to 11 percent in 2 years?

How do you account for that?

What caused that?

Mr. **Glenn.** You are referring to the 100-percent schools?

Mrs. **Hicks.** I am referring to the fact that since you began, apparently your system here, you have increased racial isolation totally, completely, 100-percent isolation from 0.3 percent in 1968 to the 11 percent in 1970, and I think it is a fair estimate that that figure is going to grow into larger numbers by 1971, 1972.

How do you account for that?

Mr. **Glenn.** There are nearly 5,000 white students in Boston, in the city of Boston, attending schools which are 100-percent white.

It is not as though we have a situation in Boston——

Mr. **Pucinski.** But the white total isolation, Mrs. Hicks has made the statement that if you were to carry out your plan to its ultimate conclusion, her fear is there would be a massive out-migration of white families from the city of Boston.

You have challenged this. You say you do not believe it is going to happen.

Of course, you are an expert in your field. Perhaps you are right. I don't know, but I am merely asking you, why is it that while the increase in nonwhite population of Boston, of the Boston school system, it went up only 1.7 percent? The total isolation of black children, it has increased by 10.7 percent?

Mr. GLENN. What this represents, of course, if you are referring to 100-percent black schools, you must first realize, I think you are using the Federal census figures; that is, those that count the minority school, both black and Spanish speaking, American Oriental.

Mr. PUCINSKI. It does not include that. Only Negro students.

What I want to ask you is this, and I think it is vital, and you are an expert in the field.

Why is it that the racial isolation of these black children decreased in those schools where the population was under 49-percent black, from 23.3 percent to 18 percent, 5 percent, and then across the board, in each category, starting with 50 percent, up to 100 percent, in each instance, it has shown a marked increase, and I am wondering in this statistic, if it does not bear out what Mrs. Hicks is saying, that there is a tilt, a tilt occurrence, and we have statistics on this, that where you have an all-white school, and it becomes integrated, when the racial integration reaches 40 percent, the tilt stops, and in 36 months, the tilt is completed, and the school becomes 100-percent segregated, nonwhite?

Now, in the light of those statistics, how do you challenge what Mrs. Hicks is saying?

Mr. GLENN. You seem to attribute this to the effects of the Racial Imbalance Act, while in fact——

Mr. PUCINSKI. I am not attributing it to anything. I am asking the question.

Mr. GLENN. The Racial Imbalance Act has not been implemented as yet. Only two school buildings have been opened since then.

Mr. PUCINSKI. The Trotter School, which you have built, specifically with the express purpose of implementing the act, the epitomy of your State act, in this school, after going through 3 years of very careful construction, was designed to give meaning to your act, and you by your own admission here, say you have to certify 65-percent nonbalance, because by the time the school was completed, it was already out of balance.

Dr. SULLIVAN. We said 65 percent is the reimbursement on construction. It was much closer to 50 percent than that.

Mr. PUCINSKI. But the Trotter School, which you held out was a model of excellence, in trying to reach a balanced integration, that school is not now in balance, is it?

Dr. SULLIVAN. That is not.

A model school is one approach to desegregation. You know, I think, you can volunteer to go to the Trotter School, and I do not think that is the right approach.

I want clear district lines that will balance the city of Boston.

Why don't we in Boston try it this way?

Now, we get all of these square figures about everybody running away.

They were running out of Boston a long time before there was a racial imbalance act, as they have run out of New York and Philadelphia for different reasons.

I would like to have the black man have the same opportunity to run out of the city, because he would get out in a hurry, too; but the point is, Why does not Boston try it through balancing of schools?

It has not tried that method. It has tried the other method and failed.

Mrs. Hicks. How could Boston balance the schools, Dr. Sullivan?

Dr. Sullivan. We have experts——

Mrs. Hicks. I am asking you, I say to you, you cannot draw boundary lines in the city of Boston that would in any way racially balance the schools or pair schools, because the simple fact remains your amount of nonwhite schools are in Negro areas.

If you were to draw peripheral boundary lines for building of schools, by the time a school would be built, it would no longer be a peripheral area, unless you are going to draw one area, for the entire city of Boston, and make it one area.

Dr. Sullivan. Mrs. Hicks, we have talented people, and they are dedicated people, and they are on Mr. Ohrenberger's staff, and they could come up with a plan, and they would be willing to do it if given the directions.

I am not the chief executive in the State.

Mrs. Hicks. On education?

Dr. Sullivan. Just education.

Mrs. Hicks. Thank God.

Dr. Sullivan. But nevertheless, Boston, as a matter of fact, we wanted to talk about other cities, New Bedford, with a great problem, could solve all of its problems by moving about——

Mrs. Hicks. How many schools are there in New Bedford that are racially imbalanced?

Dr. Sullivan. Three.

Mrs. Hicks. How many in Boston?

Mr. Glenn. Let me mention a fact about Boston, two facts.

No. 1, of the children in school in Boston, only about 30,000 are nonwhite.

There are 65,000 white schoolchildren attending public schools. There are 35,000 schoolchildren attending nonpublic schools.

The overwhelming majority of those are white, so it is not a city with a black population of overwhelming size. It is not.

Another interesting fact, Roxbury, within the model cities area of Boston, which is essentially Roxbury, that area is becoming less predominantly black, because of black population movement.

In that area, because of new housing, and urban renewal, Roxbury is in a sense being reversed as far as racial trend, which makes a big difference.

I think, Congressman Pucinski, what you mentioned about the schools, after 50 percent in Boston, becoming increasingly nonwhite, that is true. That is why I would like the racial imbalance law implemented. The racial imbalance law would prevent this.

Mr. Pucinski. What is the population of Boston schools right now—all schools?

Mr. Glenn. 30,000; nonwhite schools.

Mr. Pucinski. The total.

Mr. Glenn. 65,000 white students, plus 350,000 in nonpublic schools, which makes 130,000.

Mr. Pucinski. What is the total population of the Boston schools?

Mr. Glenn. 95,000, approximately.

Mr. Pucinski. And of those, how many are nonwhite?

Mr. Glenn. 30,000.

Mr. Pucinski. Approximately 30 percent?

Mr. Glenn. Right.

Mr. Pucinski. Now, your point, as I gather, is that you are trying to suggest a redistricting, which would put 30 percent nonwhite children in every school in Boston; is that correct?

Mr. Glenn. No, that is not what we are proposing.

Are you referring to the plans which we developed?

Mr. Pucinski. I gather that is the plan. The Senate bill before us, the Senate bill, for instance, when the comprehensive plan has been developed, in order for the Boston school system to qualify for funds under this bill, you would have to have roughly 30 percent nonwhite students in every school in the Boston school system.

Mr. Glenn. Not the way I read the bill.

Mr. Pucinski. I thought we made that point very clear.

Mr. Glenn. Boston would have developed a plan which would lead to the maximum possible reduction and elimination of minority group isolation.

Mr. Pucinski. But the maximum reduction of isolation is obviously to have the same ratio of minority students in every school as you have in the system itself.

That is what counsel said earlier. That is what Dr. Sullivan said earlier. If you were to qualify under this proposal, every school in this city would have to have 60 percent white and 40 percent nonwhite, roughly 65–35.

Now, the question then has come up, is how would you effectuate that kind of a system.

Now, you seem to think that you could do that by rearranging the school boundaries.

Could you do that?

Mr. Glenn. The attached document represents our recommendations for new district lines for certain of Boston's high schools and intermediate schools, and this stresses that new district lines do not represent all that Boston could be doing or should be doing to achieve quality integrated education.

They do not even represent all that Boston could or should be doing to reduce racial imbalance by September 1971.

Mr. Pucinski. The problem we have in large cities, and I imagine it is the same problem in small cities, you could go in the city of Boston, 20 blocks, and you will not find a white child, and I am sure you can go 20 blocks either direction, and you will not find a black child.

Now, the question we have, and I think this is the hangup, that we find in all of these bills, and if somebody could come up with a solution, then I think we have a good bill.

The question is how you get white children in an all-white community into that all black community, and as Mrs. Hicks pointed out, and as it has been our experience across the country, the moment you start busing youngsters from that all white community into the all black community, the families pack up and move.

Dr. SULLIVAN. That just plain is not true.

Mr. PUCINSKI. Dr. Sullivan, if you have evidence to the contrary, would you please supply it to the committee.

Dr. SULLIVAN. I will send you my second book, Mr. Pucinski, that documents the Berkeley project, that did just this to rich white kids, and put them into the black ghetto, and the little black kids to go up into the nice white hills.

Mr. PUCINSKI. And what has happened to Berkeley, just look at it.

Dr. SULLIVAN. Berkeley in many ways is a pace-setting community in our American society.

Mr. PUCINSKI. What is the population of Berkeley?

Dr. SULLIVAN. 125,000.

Mr. PUCINSKI. And what is the school population?

Dr. SULLIVAN. 16,000.

Mr. PUCINSKI. Now, do you honestly believe, as the chief school officer of the Commonwealth of Massachusetts, that you could apply the same formula, that you used in Berkeley, Calif., and that this could be used in Evanston, Ill., another university town, right next door to me, in Chicago, are you suggesting that you could apply the same formula, that you used in Berkeley and Evanston in the city of Boston, and not have a mass exodus of white families from Boston?

Dr. SULLIVAN. You bet. It is a simple formula.

Mr. PUCINSKI. Your concern as chief officer of the Commonwealth of Massachusetts for education is that if you had this massive cross-busing——

Dr. SULLIVAN. Those are your words.

Mr. PUCINSKI. If you had the cross busing, there would not be an exodus of white families.

Now, that is your learned judgment, and that is what we are here to get.

Dr. SULLIVAN. I am indicating there are communities in this country with dimensions as serious as Boston that did this, and there was not a mass exodus of whites.

Mr. PUCINSKI. That is why we are here. We are here to get your professional judgment and your professional knowledge, and your professional judgment is that you could apply a formula of cross busing in this city and not witness an exodus of white families?

Dr. SULLIVAN. You would have to try it first, Congressman.

Mr. PUCINSKI. My question is, after you have tried it, as East St. Louis, Ill., is a good example, what happens when your middle income blacks and your middle income whites leave a community?

Now, East St. Louis, Ill. is an excellent example.

Dr. SULLIVAN. Did East St. Louis desegregate their schools?

The answer, Mr. Chairman, is "No."

Mr. PUCINSKI. The system took care of the schools.

The problem we are trying to find out here——

Dr. SULLIVAN. That is the problem, the system.

Mr. PUCINSKI. The purpose of our hearings is to ascertain whether indeed this Federal program is going to help, or is it going to hurt?

Dr. SULLIVAN. I would say, again, it is a fair question.

I think all of the questions have been, Mr. Chairman.

In order for the cities to do it, they will need some massive Federal help, they will need dynamic leadership and commitment on the part of elected officials, and if we have these things, then I truly believe it can be done successfully.

Mr. PUCINSKI. Now, if you had a choice, between a Federal aid bill that would incorporate, let's say features of a general aid bill as incorporated in 6179, with a special priority, for those schools faced with problems of integration, and another special priority which is already incorporated in 6179, of schools of high concentration of disadvantaged children, if you had a choice of a general aid bill, that would give the Boston school system, or any other school system broad financial assistance to deal across the board, with the operational problems, with the integration problems, with the disadvantaged problems, with the hope of upgrading education for all of the children, black, white, Oriental, what have you, rich and poor, if you had a choice between that kind of a bill, and the Senate bill, which is specifically earmarked to deal with desegregation, which do you think the committee ought to take?

Dr. SULLIVAN. I would have difficulty with that, as I am, Mr. Chairman, because your bill, which reflects a tripart aid approach, which is novel and new in Congress, is a very attractive suggestion to me.

Now, I am also very aware, Mr. Chairman, as you structured your question, that your bill would do something for those schools that for one reason or another remained primarily minority, and I am realistic enough to know they had asked to be done.

We are not going to turn this thing over overnight. It will take some steps along the way, so your bill, Mr. Chairman, attracts me, and I think that it is meritorious in many ways.

Mr. PUCINSKI. That is where I think we have a problem, and the committee has to wrestle with this problem.

There is no question in my mind that the national goal must be the courts have already settled this question, the question of racial isolation.

It is repugnant to our system, our concept of social structure.

We have got to move in the direction of bringing youngsters together, understanding each other.

No question about this.

That has been given out by the courts, by the Constitution.

Now, the question that troubles me is that while we are concentrating on the question of trying to effectuate integration, there are large masses of children in this country, in the ghetto, with no immediate hope of any relief who are just going to be relegated for one more generation of inferior education, and what I am trying to do here is to bridge the two and give those school systems some immediate assistance, while we are trying to find some effective way of integrating the school systems.

Dr. SULLIVAN. My only comment would be the priority cannot be A or B, but they would be of both parts, and the Congress of the United States should address itself to the portions.

Mrs. HICKS. I just wanted to put on the record that Dr. Sullivan stated he felt that Boston should try in this so-called total integration of the schools a cross-busing program.

Now, if you remember, in the Trotter School, that the plan was that this would open as a racially balanced school.

This was to be the magnet school. It was supposed to be a school that would attract white children into a ghetto area.

Now, after 50 percent of the children were in the school, and they were nonwhite children, as I recall, letters were sent throughout the system, requesting that parents of white small children of this age bracket, that they send their children to this school, but yet there were not enough children that had volunteered to come into this magnet school, the Trotter School in Roxbury, and then letters were sent by the school committee out into the suburban areas, far out in Framingham, and so forth, which is quite a distance for children to travel, and even after sending out all of these letters, they did not receive enough white children to voluntarily come into one school, where if they had an educational policy, that had been set by educators from the colleges, where the school was certainly a challenge in its structure, or schools, and so, therefore, the children from the neighborhood, they would be allowed to enter, so I think that Boston did try, Dr. Sullivan, it tried in this Trotter School, and they tried to bring about a balanced school.

This was done under very favorable conditions, or I might say, the most favorable conditions that could be offered in Boston, on this level, in the expenditure of funds, on this Trotter School, which we really could not afford to build another school of this type in Boston at the present time, so where does Boston go from here in order to meet the racial imbalance law to enable you to get funds under the Senate bill, because all of the things that you mentitoned, curriculum, about retraining of teachers, that does not change the racial composition of any 100 percent black school in Roxbury.

It may work toward having a better understanding of people, but it does not change the racial composition, and I feel that if you have a forcible cross-busing of children in this city, then doomed will be that neighborhood school, doomed will be a public school system, because the white people will flee from Boston to the suburbs, and all of the rhetoric in the world is not going to take any sort of a stand against the realities of life that we have experienced across the city.

Dr. SULLIVAN. I have a much better opinion of my ancestors who came to this city, the Irish who settled here than Mrs. Hicks.

Mrs. HICKS. I challenge that.

Dr. SULLIVAN. I don't know we will run away from anything. I think we will stay here.

Mrs. HICKS. Then why did not you stay over in Berkeley?

Dr. SULLIVAN. I wanted to come and help Massachusetts if they needed me.

Mrs. HICKS. I am sorry.

Dr. SULLIVAN. Mrs. Hicks, she is wrong on practically all accounts. Basically she must be corrected on the Trotter School. She said they could not recruit enough white schools. The fact of the matter they would sign up more white children, if the problems could be solved, and they just said they are not going to get involved in a family quarrel.

Mr. PUCINSKI. But what you are saying then, really is that you want a school system that will set up quotas, and you are suggesting that the Trotter School system ought to have a quota.

Now, I don't know, maybe that is the only way to go, but it does seem to me that there is a repugnancy in trying to set up quotas, and the civil rights groups reject quotas just as vehemently as anyone else. So I don't know what the answer to your Trotter School is, but I read you as suggesting the public school system should have cut off enrollment in the Trotter School, even though there were vacant seats in that school, simply because black students were seeking enrollment in that quality educational institution.

I am not sure how that sits with good management, but it does seem to me somewhat illogical to have built a beautiful school, make it a model school, have vacant seats in that school, and then say to black children, you cannot enroll in this school because you would upset our quota balance system.

That does not make sense to me, and it seems that the Negro community ought to be just as outraged at that as they are at many other things.

You know, you accused the local school system of mismanagement.

What would you have done, Dr. Sullivan?

Dr. SULLIVAN. I would have carefully selected and admitted enough black children to balance that school and no more.

I would not have admitted several hundred more.

Mr. PUCINSKI. And you would have vacant seats?

You would let those vacant seats sit there?

Dr. SULLIVAN. No. After all efforts, I would say fill them with black children.

Mr. PUCINSKI. Were you involved in the selection of students?

Dr. SULLIVAN. No, I was not involved in the selection of the students.

This was done by the local administration, and it was poorly handled.

Mr. PUCINSKI. Mr. Radcliffe has a question.

Mr. RADCLIFFE. Doctor, you have 60,000 French-speaking students in Massachusetts: is that correct, Dr. Sullivan?

Dr. SULLIVAN. Yes.

Mr. RADCLIFFE. Can you tell us about programs you have for language development for those students?

Dr. SULLIVAN. Again, we have been pretty much on a local basis.

Some of our own communities would have outstanding programs for the French children.

Mr. RADCLIFFE. Which communities?

Dr. SULLIVAN. Off the top of my head, I would hesitate to say.

Mr. Crowley has indicated probably the Marrimack Valley, along New Hampshire, as you move in that direction.

Mr. RADCLIFFE. How long have you had French-speaking pupils in Commonwealth schools, a century and a half, 2 centuries?

Dr. SULLIVAN. I would say so.

Mr. RADCLIFFE. Well, I am astonished that you are so sensitive to the problems of some children, but not to others.

Dr. SULLIVAN. Incidentially, you did not know, but I introduced French as a second language in 1950 in the school system where I was superintendent of schools, so you did not do your homework either.

Mr. PUCINSKI. Dr. Sullivan, I think this has been a very productive session, and it merely proves what we have been saying, is that it is extremely important for committees of Congress to get out of Washington, get down here, where we can get at the heart of the problem.

Now, if you have a problem, we have a problem also, and we are going to try to move some legislation, and we all want to move a bill that will be most effective and most productive.

I want to thank you and your staff for your candor. It is refreshing to have witnesses, even though at times they might sound somewhat belligerent, but that is the only way you can really get at the facts.

I thank you for your cooperation.

Dr. SULLIVAN. Mr. Pucinski, I looked forward to meeting you and Mrs. Hicks, and I have not been disappointed.

STATEMENT OF WILLIAM H. OHRENBERGER, BOSTON SUPERINTENDENT OF SCHOOLS

Mr. PUCINSKI. The committee will come to order.

I would like to announce that when the committee resumes this afternoon, at 2 o'clock, we will do so in room 2003, which I understand is a little larger room, and a little cooler.

Our next witness is Mr. Ohrenberger.

Mr. OHRENBERGER. Thank you very much.

I am delighted to be here.

Mr. PUCINSKI. Why don't you just introduce your staff for the record, and you can proceed with your statement.

Mr. OHRENBERGER. Thank you, Mr. Chairman.

On my extreme right, Mr. Jerome Bothello, director of bilingual education. Rollins Griffith, assistant superintendent; Victor McInnes, administrative assistant; Herbert C. Hambelton, associate superintendent; Thomas Meagher, deputy superintendent; Jeffrey Keating, director of vocational education; Joseph Ippolito, assistant director of title I: Anthony Galeata, chief engineer; Assistant Superintendent William Harrison; Michael Fitzgerald, attendance director; William Gilligan, assistant director of guidance; and Robert V. McCabe, assistant to the deputy.

Mr. Chairman and members of the committee, I am William H. Ohrenberger, and I am accompanied by my staff, as I just introduced them.

I am pleased to have the opportunity to address the four major subject areas of these hearings before this distinguished General Subcommittee on Education.

May I address these areas in the following order: school desegregation and integration, general aid to education, juvenile delinquency and youth crime, and finally vocational education.

SCHOOL DESEGREGATION AND INTEGRATION

At the outset I wish to state that it has always been my conviction that school integration is essential to the total educational experience of every child, regardless of color.

As far back as 1965, I made the following statements in the published document entitled "A Statement of Policy of Recommendations on the Subject of Racial Imbalance and Education in the Boston Public Schools," June 1965:

> It is my firm conviction that inter-racial learning experiences are socially desirable.

> We who are charged with the education of children in the Boston Public Schools are in agreement with the sociological thesis that a completely integrated society is the goal for which we all strive.

As evidence of this conviction, I point to the fact that more than 90 percent of the public schools in the city of Boston include both white and nonwhite students in varying enrollment ratios—a situation which has resulted from voluntary integration policies put into effect by school officials, with the cooperation of parents and students.

Massachusetts, unlike all other States in our Nation, has enacted a law which provides for the elimination of racial imbalance in the public schools, commonly referred to as the Racial Imbalance Act.

Let us examine very briefly the events preceding the passage of this legislation.

In Boston, the years 1963 and 1964 were marked by turmoil of charges of de facto segregation, threats to ruin the school system, boycotts of the schools, sit-ins, and daily demonstrations not always peaceful, at schools and at the central administrative offices.

In March of 1964 the State department of education called upon an advisory committee made up of many prominent people including a task force comprised of university professors, employees of the State department of education and university consultants (the advisory committee included only one public school administrator)—to make a "thorough, independent study" of racial imbalance in the public schools of Massachusetts.

Among the conclusions made at the end of the year-long study in April 1965 were the following:

> We believe that integrated education means better education when it is planned carefully and implemented decisively. When it is supported by a program of educational enrichment that upgrades the learning experiences of all children, it is even more effective.
>
> We believe that the achievement of integrated education is feasible. Educationally sound and practical methods of achieving school integration are available.

These conclusions reflect the spirit in which the study was launched—to examine the effects of racial imbalance and to determine ways of eliminating it by promoting racial integration.

It is important to note this distinction between racial integration and racial imbalance.

Other events during 1965 included a civil rights' march through Boston, an NAACP suit filed against the Boston School Committee, a so-called freedom vigil in front of the Boston School Committee offices by a black minister and intensive lobbying efforts with demonstrations at the Massachusetts State House by militant civil rights leaders and civil rights lawyers.

In this atmosphere of tension the racial imbalance bill was drafted after consultation with civil rights leaders, attorneys, social scientists, and legislative leaders—noticeably missing were public school administrators.

The bill became law on August 18, 1965.

This law which provides for the elimination of racial imbalance defines a racially imbalanced school as one having over 50 percent nonwhite children in attendance.

However, the original study of racial imbalance alluded to earlier and one of the forerunners of this law was generated on the principle that schools should be racially integrated and not on the assumption that schools will necessarily produce quality education as a result of some compulsory precise mixture of white and nonwhite students.

In our minds, such a simple mathematical mix offers no solution to the wide range of social problems that the law purports to solve.

The racial imbalance law mandates that whenever racial imbalance is found to exist in a public school the school committee having jurisdiction over such school shall prepare a plan to eliminate such racial imbalance and file a copy of such plan with the Massachusetts Board of Education.

Since February 1967, three such plans have been submitted by the Boston school committee to the State board of education of the Commonwealth of Massachusetts. Each plan was eventually approved by the State board of education.

The major components of these plans are as follows:

A. Open enrollment policy.

B. Grade reorganization.

C. School construction.

The open enrollment policy is a plan that allows parents to send their children to any school of their choice in the city of Boston provided a seat is available.

It is a fair and democratic policy of which 6,660 children take advantage.

Of this number 3,129 are white children and 3,531 are nonwhite children.

Although the open enrollment policy was never presumed by Boston school officials to be the panacea for compliance with the racial imbalance law, we do note that this policy has made significant contributions toward it.

Boston's most intensive effort to comply with the State's racial imbalance act is represented by its current school building program which is designed on the philosophy of constructing larger schools on the edge of nonwhite neighborhoods to permit drawing pupils from a larger geographic area, for the purpose of establishing a racially balanced school population.

Thirty-seven school building projects are now included in this plan.

It is important to note that the period of time between the initial planning stage of a school building and its actual construction may be as long as 4 years.

One of the primary causes of this delay in actual construction of the school facility is due to the prerequisite of working with the State task force concerning the mechanics of manipulating school district lines in order to have a school population reflecting suitable numbers of white and nonwhite pupils in compliance with the racial imbalance act.

Population mobility, new home construction, and the changing racial composition of Boston's neighborhoods are some of the factors that make long-range projections regarding racial compositions of proposed new schools very difficult.

For example: In 1967 the plans for the new Joseph Lee Elementary School indicated that it would open with a racially balanced school population.

However, shifts in population which have occurred since 1967 now require that the origial district lines of the Lee School be drastically revised to ensure that this school be in compliance with the State Racial Imbalance Act.

Our school building program is faced with this continuing problem of delay in construction. Therefore, instead of being able to meet the school building needs of this city we are faced with an increasingly serious overcrowding problem.

This problem may be compounded by the fact that we are faced with possible large scale parochial school closings, and we want desperately to meet these needs as they occur.

The successful opening of the new William Monroe Trotter School in 1969 was the culmination of a mammoth effort on the part of the Boston Public School Department to comply with the Racial Imbalance Act.

In this case was established a magnet type of school which I believe represents a model for the Nation's elementary schools.

It is a perfect example of a school which offers quality integrated education.

However, despite the fact that the Trotter School is one of the most imaginative schools in the country both in its curriculum and physical facilities we were forced to reach outside of the limits of the city of Boston to recruit white children for this school.

With all of these efforts we were still unable to balance racially this school. The percentage of white children attending the Trotter School during the 1969–70 school year was 41 percent. During the present year it has risen to approximately 45 percent and is therefore still classified as racially imbalanced.

Other projects proposed to achieve racial imbalance in our schools include voluntary transportation programs, human relations programs, interracial educational programs such as partnership schools, student exchange programs involving suburban school systems, an integrated reading center, and so forth. These programs and others are discussed in detail in copies of our racial imbalance plans which I would like to place in the record.

In developing these plans over the last 6 years, the Boston public schools have expended a vast amount of time and effort in attempting to comply with the racial imbalance law and to implement the various programs as described in the three plans.

Inestimable man-hours and financial resources have been employed in the collection of data, the preparation of reports, the refinement of data analysis methodology, and the development of educational programs.

Extensive research has been done in attempting to investigate and define the viability of a variety of educational options—both for balancing schools and for improving the quality of the programs. In addition, a great deal of time has been consumed in planning for the construction of new schools and implementing the reorganization to 5–3–4 system of school attendance patterns.

Despite all of the time, effort and expense associated with our attempts to achieve racial balance in our school we now have 63 racially imbalanced schools compared with 46 racially imbalanced schools in 1965—the year the Racial Imbalance Act was passed.

During the period of these efforts on the part of the Boston public schools to abide by the State racial imbalance law, the number of nonwhite students in Boston schools continued to increase each year. Population trends clearly indicate that the task of balancing public schools in the city of Boston will become increasingly difficult in the future.

For example, U.S. census figures recently released reveal that from 1960–70, Boston, along with many other large cities in the United States, has experienced a sizable drop in white population coupled with a substantial increase in nonwhite population. Whites by the thousands are moving out of Boston to the suburbs, while nonwhites are increasing in the city.

Population experts contend that if past trends continue there will be a growing separation of the races; a nationwide pattern of cities that are predominantly nonwhite surrounded by suburbs that are almost all white.

These figures and predictions indicate that compliance with the racial imbalance law will become an impossible task for the city of Boston in the not too distant future. (Refer to appendix A—U.S. Census.)

The public school census figures of the last 7 years point up the problem even more dramatically. The comparative census figures (shown in Appendix B—Comparative Census Figures Chart 1965–70) illustrate school racial population trends in the Boston public schools during the last 7 years.

An analysis of these figures reveal the following changes which have occurred in the racial composition of the Boston public schools:

The number of white pupils has decreased by 5,595 from 1964–70.

The number of nonwhite pupils has increased by 10,227 from 1964–70.

The number of nonwhite pupils has increased by 48.5 percent from 1964–70.

The figures of just the last 2 years offer interesting comparisons.

Since last year—

Total enrollment has increased by 1,547 pupils;
The number of white pupils has decreased by 519;
The number of nonwhite pupils has increased by 2,066; and
The percentage of nonwhite pupils has increased from 30.8 to 32.5.

Further examination of the 1970 U.S. census data offers historical examples of how a growing nonwhite population in urban areas has made racial balance an impossibility in an ever-increasing number of major city school systems.

The statistics relative to the Nation's 66 largest metropolitan areas show an unmistakable trend toward racial separation—increasingly white dominated suburbs ringing nonwhite inner cities. Such a separation is a sociological and educational disaster, the magnitude of which demands the urgent attention of Federal, State, and local governments.

Specifically, in regard to Boston and its environs, we have seen over the last 10 years a growth in the core city of 66 percent by the nonwhite population accompanied by a decrease of 17 percent in white population. At the same time, however, according to the 1970 U.S. census, the suburbs in the metropolitan area of Boston have a growing population of over 2 million of which only 1 percent are nonwhite. These figures seem to support the fact that Boston is following the national pattern—an increasingly nonwhite core city surrounded by suburbs of increasing numbers of whites.

Some proponents of the racial imbalance law insist that such methods as assignment of students, restricted transfer policies and busing will bring about more racial mix between nonwhites and whites within the confines of Boston.

However, in the light of these population trends affecting urban versus metropolitan communities, these methods if restricted to incity application, might provide temporary balancing solutions with the possibility of dramatic sociological side effects which in the long run would impede the goals of the racial imbalance law. Predictably, as evidenced in other major U.S. cities, a balance of whites and nonwhites would be numerically impossible within a relatively few years.

Experience in other cities indicate that any dramatic changes resulting from such issues as pupil assignment and cross busing has served to hasten the flight of whites out of the central city.

The result has been an escalating phenomenon of resegregation with white families fleeing to the suburbs at alarming rates and the number of students enrolled in private all-white schools rising dramatically.

In order to avoid situations of desperation which seem inevitable if the previously described trends continue, it would seem prudent to enlarge our perspectives to include a larger more metropolitan area.

As described previously, Boston's metropolitan area has a school population of less than 1 percent nonwhite, while Boston has a growing nonwhite school population—33 percent in 1970. It would be ideal if nonwhites could be assured of suitable housing in all the communities of the metropolitan area so that all the communities involved could be truly integrated in proportionate numbers both educationally and socially.

There has been, however, great reluctance by most of the suburbs to approve low-income housing which would provide both whites and nonwhites of limited means an entry into their communities and a chance to partake of their educational offerings in a maningful integrated way. It is curious to note that these very communities ostensibly endorse the concept of racial balance and the Racial Imbalance Act which has been applied not to them but to the city of Boston and a few other cities of Commonwealth. Some communities have assented to relatively minute numbers of nonwhites through the transportation plan called METCO, while other communities have resisted with their total resources even token participation.

Realizing the necessity of a metropolitan type plan in order to comply with the racial imbalance law especially over the long run, the Boston public schools intend to include in their fourth racial balance plan a strong plea for the passage of bills which have been introduced in the general court of Massachusetts that would require all communities in the metropolitan area to participate actively in a meaningful plan to alleviate racial imbalance and to promote integration.

We also intend to propose a program of joint cooperation with the state of education to develop a realistic plan for metropolitanization as the keynote of our fourth racial balance plan.

I would now like to express my specific reaction to the Emergency School Aid Act of 1971.

I am in complete agreement with the two purposes for which financial aid may be provided under this act as outlined in section 2 of the bill. As I stated at the outset, I certainly favor racial integration and have every hope that it will be achieved. The end of residential discrimination will insure its eventual success. However, as an educator I have a much deeper concern for quality education than for the attainment of racial integration per se in our schools.

I would therefore welcome the receipt of funds under this bill for the purpose of establishing much needed magnet schools which would eventually attract children of all ethnic groups because of the quality education offered. Although this method of racially integrating schools will admittedly take longer than compulsory methods, I firmly believe that it will result in permanent quality integrated schools as opposed to the resegregation pattern which seems to evolve after in-city compulsory desegregation efforts.

The authorized activities cited in section 6 of the bill resemble the types of projects that contributed to the establishment of the William Monroe Trotter School in Boston as a magnet school and can make the same contributions to other new and existing school facilities.

In view of the fact that metropolitanization will be the main theme of our fourth racial balance plan, I would hope that the funds provided by this act could be used to support programs in which Boston would cooperate in allowing minority students to enroll in suburban school districts. Such funds could also assist in the implementation of the other short-range plans developed to reduce racial imbalance in accordance with the Massachusetts racial imbalance law.

Because I am forced to use an inordinate amount of my staff's time to comply with the racial imbalance law, to the detriment of all other educational programs, I must also include a special plea for Federal funds which will support a staff to address itself to this problem.

My first priority is to improve all of the schools in the city of Boston to the extent that each can offer high quality education and therefore I applaud any provisions that will help us to achieve this goal. However, massive Federal funding through a general aid bill or the strengthening of existing Federal aid programs such as the Elementary and Secondary Education Act could attain the same goals as outlined in H.R. 2266. With these reservations in mind, I shall conclude my comments on the subject of school desegregation and integration.

GENERAL AID TO EDUCATION

I want to express my strong support of the National Partnership in Education Act.

The intent of this bill—to increase the fiscal support of the Federal Government for elementary and secondary education to 33⅓ percent is not only equitable but a vital necessity.

I have calculated that a budget of $125 million is required for the effective operation of the Boston public schools during 1971. Realizing the fiscal crisis facing the city of Boston, I have submitted a budget request of approximately $96 million which although grossly inadequate to provide all of the desperately needed educational services for the children of Boston would, nevertheless, have maintained the 1970 level of service for our students.

However, the mayor as part of his austerity program has deemed it necessary to cut this budget further to a figure of $91 million.

The Boston School Committee is now attempting to perform the almost impossible task of determining in which areas services will be curtailed in order to effect this saving of $5 million.

Groups of parents have made eloquent pleas for retention of those programs in jeopardy and have protested sharply when certain services have been cited as areas where these savings might be achieved.

As superintendent, I know the types of educational programs and the extent of them required to meet the needs of our students.

However, not having the adequate funds to provide them is like knowing the cure for cancer but being unable to afford the medicine.

Presently, Federal support of education in the Boston public schools amounts to 6.8 percent while local support is 64 percent.

Boston, not unlike other large city school systems throughout the United States is faced with a growing complexity of urban school problems and must obtain the necessary fiscal support for their solution from sources other than our financially overburdened city.

The National Partnership in Education Act, H.R. 6179, can furnish this support by providing new services and building on the strength of existing programs so critically needed for our present day urban school population.

I concur completely with the formula in section 4(a) of the bill which provides for an equitable distribution of funds—with those local school agencies having the greatest need receiving the greatest share.

I also commend this act for its recognition of the crisis in private school finances which must be addressed in order to prevent the burden on public education from reaching unrealistic proportions.

In this regard, I am happy to say that the Boston public schools have enjoyed an excellent relationship with the parochial schools particularly in the sharing of personnel, services, and equipment under title I of the Elementary and Secondary Education Act.

Finally, I repeat my enthusiastic support of this bill which I envision as the immediate savior of several outstanding educational projects supported by both local and Federal funds which are about to be lost by the Boston public schools.

JUVENILE DELINQUENCY AND YOUTH CRIME

The bill providing for the enactment of the Safe Schools Act of 1971 is an especially appropriate subject for discussion during these hearings in Boston.

Later today this subcommittee will hear testimony from deputy superintendent of the Boston public schools, Thomas F. Meagher, who will present a vivid account of the violence, school disruption, and vandalism which have occurred in several of our schools during the 1970–71 school year.

Some of the attempts by the Boston public schools to curb this violence, and more importantly, to investigate its causes are described as follows:

A. The Boston School Committee established a commission on violence on October 1, 1970. Charged with the responsibility of investigating the causes of violence and disruption in the Boston public schools, this commission has met almost weekly since last October and has focused on 12 "crisis" schools. Hearings involving students, teachers, and administrators were held in these schools. As a result, the following needs were identified:

1. A human relations program.
2. A rumor control center.
3. Workshops involving students, teachers, parents, and administrators.
4. An in-depth study of those personnel successful in dealing with school violence.
5. Effective drug education programs. Presently being conducted is an analysis of the replies to 25,000 attitudinal questionnaires distributed to students, parents, and administrators.

B. A pilot course—Human relations and the media.

C. Boston high school crisis response program.

D. Youth service council.

E. Plans to support a proposal for a model project in educational negotiations for students.

F. Flexible campus programs.

G. Mini courses.

H. A centrally located occupational resource center.

Materials, including detailed descriptions of these measures, which Boston is taking to prevent reoccurrences of school violence are being submitted as part of the record.

Realizing that juvenile delinquency increases when youth are allowed to spend their time out of school on the streets, Boston has developed a work-study program, supported partially by title I funds.

This project, now located in one central high school, has an enrollment of 510 students who at one time were potential or actual school dropouts.

The program grew out of an experimental junior high class called second chance class—a 2-year remedial program for potential dropouts.

In an effort to change student attitudes and create a desire to achieve, a four-period school day, and a 4-hour work day in private industry is provided each student.

The shortened school day, with emphasis on communication and computational skills, a curriculum that is both current and relevant, a 15-to-1 public-teacher ratio, and individual instruction in critical areas has now made school more meaningful and an objective attainable for these boys and girls.

Seventeen out of the 95 seniors who will graduate in June 1971 have received full scholarships for their freshman year in college.

The student body during this current school year averaged in excess of $3,000 in earned income for a school gross earning figure of $1.4 million. The students paid in excess of $40,000 in State taxes and $150,000 in Federal income taxes. These students, therefore, returned to the Government in the form of taxes one-third of the program's initial investment, $445,000.

There are other title I programs, a department of bilingual program, return to school programs, and so forth, designed to combat juvenile delinquency and youth crime among our students. Descriptions of these programs will be submitted as part of the record.

I cannot overemphasize the need for additional funds to expand these and to support activities similar to those described in section 7 of H.R. 3101. Testimony to be presented later today concerning violence in our schools will serve to emphasize the critical need for fiscal support in this problem area.

VOCATIONAL EDUCATION

U.S. Commissioner of Education, Sidney P. Marland's universal goal of secondary education: "That every high school student graduate with a salable skill or the preparation to enter college" coincides with Boston's specific plans for the establishment of an occupational resource center (ORC).

This $27 million citywide service facility will emphasize vocational—occupational—technical programs for both sexes at high school and postgraduate levels.

This resource center will place Boston in the position of national leadership as it will provide 80 percent of all secondary students citywide with a salable skill in a specific occupation.

This, of course, would be in addition to education for all in academics.

The occupational resource center is conceived as a nonresidential facility that will house both exploratory, short unit courses and specific training programs in vocational, technical, and occupational education and would be offered to all students in the upper three grades in the city.

Students would remain attached to their present central and district high schools, attending the ORC facility solely for the relevant occupational aspects of their study programs.

Both the programs of the ORC and the high schools will benefit from this arrangement and vocational students will remain in the more "comprehensive" schools for their academic work, while the more academically oriented student will have a realistic opportunity to take courses in the occupational area.

Those students electing the ORC then, will have the opportunity to:

A. Explore clusters of occupations.
B. Begin specific occupational training courses.
C. Continue in specific occupational training courses.
D. Take minicourses in key specific skills.

The instruction which will be offered at the ORC will be of high quality, realistic in the light of actual or anticipated opportunities for gainful employment and be suited to the individual student's needs, interests, and ability to benefit from such training.

It is obvious that the success of the entire effort to create such an innovative program and facility shall depend upon adequate funding.

Four proposals requesting funds for planning, curriculum development, teacher training and occupational guidance programs have been submitted to the Massachusetts Department of Education, Division of Occupational Education.

Additional, substantial development resources are an absolute necessity if the Occupational Resource Center is to become the innovative, responsive educational facility which is envisioned.

Therefore, I must express my concern in regard to the Occupational Education Act of 1971, H.R. 7429 in that this act allocates a large amount of funds for post secondary education when the greatest need is at the secondary level.

Moreover, our interpretation of this bill is that its enactment would result in the reduction of the present level of Federal funding available to the Boston Public Schools for the maintenance, extension, and improvement of existing vocational programs at the secondary level.

In regard to the Vocational Education Act of 1968, I would like to recommend that additional funds under this act be allocated in fiscal year 1972.

Specifically, the distribution formula for allocation of these funds should be amended to insure that large city school system receive a greater percentage of these funds.

Mr. Chairman, I have appendix A, the U.S. census figures for 1960 and 1970 of white and nonwhite, and the change since 1960.

I also have included the percent of population made up of nonwhite in the central city and in the suburbs.

Mr. Chairman, I would like this appendix A be made a part of the record.

Mr. **Pucinski.** Without objection, so ordered.

(App. A follows:)

Appendix A

U.S. CENSUS

	1960	1970	Change since 1960
White	633, 000	525, 000	Down 17 percent.
Nonwhite	63, 000	105, 000	Up 66 percent.

PERCENT OF POPULATION MADE UP OF NONWHITE

	In central city	In suburbs
Boston (percent)	16. 3	1. 1

Mr. **Ohrenberger.** Mr. Chairman, I have appendix B, comparative census figures chart from 1965 to 1970, and I would like this to be made a part of the record.

Mr. **Pucinski.** Without objection, so ordered.

(App. B follows:)

Appendix B

COMPARATIVE CENSUS FIGURES CHART (1965–70)

	Total enrollment	White pupils	Nonwhite pupils	Percent nonwhite
1964–65	91, 800	70, 703	21, 079	23. 0
1965–66	93, 055	69, 136	23, 919	25. 7
1966–67	92, 127	68, 050	24, 077	26. 1
1967–68	92, 441	66, 959	25, 482	27. 6
1968–69	93, 815	66, 366	27, 449	29. 3
1969–70	94, 885	65, 627	29, 258	30. 8
1970–71	96, 432	65, 108	31, 324	32. 5

Mr. **Ohrenberger.** Mr. Chairman, I have appendix C, percentage of nonwhite pupils for 1970–71, and I would like this to be made a part of the record.

Mr. **Pucinski.** Without objection, so ordered.

(App. C follows:)

APPENDIX C

Percentage of nonwhite pupils, 1970–71

Grade	Percent
1	37. 7
2	37. 1
3	36. 8
4	38. 6
5	34. 1
6	30. 1
7	32. 1
8	32. 7
9	29. 6
10	27. 1
11	24. 1
12	24. 6
1 to 6	35. 7
7 to 9	31. 2
10 to 12	25. 3

Mr. **OHRENBERGER.** Mr. Chairman, our deputy superintendent, Thomas F. Meagher would like to give his statement at this time.

STATEMENT OF THOMAS F. MEAGHER, DEPUTY SUPERINTENDENT, BOSTON PUBLIC SCHOOLS

Mr. **MEAGHER.** Chairman Pucinski and members of this general Subcommittee on Education, my name is Thomas F. Meagher, deputy superintendent, Boston public schools.

May I express my appreciation for this opportunity to appear before you and address myself to this major education concern, juvenile delinquency, and how I believe H.R. 3101 may assist schools in America.

As chief of school operations for the Boston public schools, I have intimate knowledge regarding delinquency, unrest, disturbances, and violence in our schools and community.

The Safe Schools Act certainly recognizes the role the school should play in such control and allows the necessary flexibility for proper implementation of a plan.

I will cite the symptoms which existed in some of our schools and illustrate the manner in which we attempted to control them—also, the way we attempted to eliminate the causes.

Some 17 years ago, the Boston public schools recognized that certain problems existed and initiated a plan to combat them.

An agency called the Youth Service Council was established in an effort to promote better understanding between students, the community, and the school.

I pointed with pride to the achievements of this group. Initially, the council was composed entirely of school personnel, representing all levels of administration and teaching personnel.

Recognizing its limitations, the council invited representatives of the Boston Police Department, fire department, transportation, students, business and community groups to join with them.

This expansion signified the intentions of all to cooperate for the welfare of our most important charge, the child.

Each year the council is assigned to one or two areas of study. These are usually problems of immediate meaning and educational relevance.

Over the years, such problems as inservice training for teachers, window breakage, pornography, extortion, truancy, and drug abuse have been studied and reported in the annual council report to the superintendent.

Frequently, other committees are established to study emergency problems. This year it was necessary to create a commission on violence, and they have performed admirably. A copy of their findings has been submitted for your convenience.

Superintendent Ohrenberger has previously advised you of other avenues we have attempted to pursue in order to further protect our students.

Specifically, our trouble this school year began at Boston English High School, the oldest public high school in the county and an all-boys school, when a student allegedly was assaulted by the headmaster.

Numerous militant organizations seized upon this seemingly minor incident as a means to create disorder in our schools.

Among these groups were: The Progressive Labor Party, the Black Student Federation, the Student Mobilization Committee, Greater Boston High School Rights Committee, and High School Challenge Corps.

Most of the troublemakers appeared to be members of all groups. On occasions we found teachers who were sympathetic to these groups.

Following the entrance of these organizations into the picture, some of our high schools were plagued with planned bomb scares, nuisance fires, false alarms, teacher and pupil assaults, student boycotts, demonstrations, and demands.

In an effort to combat these tactics, we held numerous conferences with students, teachers, community people, university representatives, and other leaders. It became necessary to place police officers, firefighters, and supervisors of attendance in many of our high schools, and this proved costly.

Subsequently, these people were replaced with teacher-aides or parents, with some success. You are well aware of police patrols in schools of other great cities, but I personally prefer aides or corridor guards and parents as being more educationally sound.

However, in this period of austerity the necessary funds will be depleted in the near future, and it is my hope that you will come to our assistance.

I am pleased to see that you are aware of our problems and do hope that you will provide the relief we so desperately need.

At this time, Mr. Chairman and members, I would like to express my appreciation to you for allowing me the opportunity to appear before your august committee. I will be happy to respond to any questions at this time or later.

Thank you.

Mr. **Pucinski**. Thank you very much.

Mr. **Ohrenberger**. Mr. Chairman, Mr. Rollins Griffith of the office of the assistant superintendent has a short statement.

STATEMENT OF ROLLINS GRIFFITH, OFFICE OF THE ASSISTANT SUPERINTENDENT

Mr. **Griffith**. Thank you, Mr. Chairman, and members of the committee.

No one can deny that in the school year 1970–71 the schools of the city were plagued by unrest and a never-ending series of school disruptions.

I certainly can concur with section 2 under "Findings," parts A–f.

Of greater importance to me are the authorized activities which would be funded subsequent to certain provisions of this bill.

Only in subheading (1) do I find any provision which speaks directly to the cause of these events, and I quote:

> (1) the provision of additional professional or other staff members (including staff members specially trained in problems incident to crime control) and the training and retraining of staff for schools which are affected by a plan described in section 6;

It is my considered opinion that other provisions do not speak to the basic causes of student unrest and the resultant acts of violence in the schools.

Although the need is for the preventive approach to the overall problem, it is my contention that to consider the prevention without due provision for consideration of the cause may in the end tend to be self-defeating.

It would seem to me that unrest in the schools is linked to a variety of factors other than just the will to destroy—a rebellion against relevant education; frustration caused by seemingly overwhelming social conditions and others.

In consideration of the multiple areas being considered today, obviously there must be an interrelatedness of purpose.

Along with an act which would provide for the kinds of security necessary to provide the proper environment for learning, one must consider:

> Pupil failure and high dropout rate;
>
> Failure of the schools to recognize the potential of the community and utilize its strengths;
>
> Recognition by school personnel of lack of validity of traditional measures in determining a child's potential and achievement: and
>
> Failure on the part of Boards of Education, administrators, and other school personnel to recognize the depth, scope, and urgency of the problem of racial inequality.

Until urban city schools achieve results that are comparable to results achieved in schools in more favorable circumstances, then, it truly will be the responsibility of the Congress to provide measures of security.

Juvenile delinquency without due consideration being given to the varying versions of the Emergency School Aid Act cannot be a significant enough factor to tip the scales in the direction of a relevant and meaningful education for all.

Mr. PUCINSKI. Thank you very much.

Mr. OHRENBERGER. Mr. Chairman, I would now like to present Jeremiah J. Botelho, director of the department of bilingual education for the Boston public schools who also has a short statement.

STATEMENT OF JEREMIAH J. BOTELHO, DIRECTOR OF THE DEPARTMENT OF BILINGUAL EDUCATION—BOSTON PUBLIC SCHOOLS

Mr. BOTELHO. I am Jeremiah J. Botelho, director of the department of bilingual education for the Boston public schools.

I am pleased to have this opportunity to speak to this committee regarding the educational programs developed by the city of Boston for the Spanish and non-English speaking communities of Boston.

What we need in Boston is more money to help the school-age child who cannot speak English.

What we need in Boston is more money to help the schoolage child who cannot speak English. We need at least twice as much as the $1,300,000 that Boston has been allowed to spend this year on its program for the non-English speaking children and young adults.

We have more than 90 teachers in our bilingual department and we are adding 35 more; but we need at least 100 more.

There is also a need for more guidance counselors and supervisors who can relate to our non-English speaking students.

We need more classroom space. There is no estimating the number of non-English speaking children who will come to us in the immediate future for much needed help.

Presently, within our budget limitations, we are offering services and programs for the non-English speaking in more than 50 of our schools.

We have two special schools devoted exclusively to Spanish-speaking children. We have teachers who work along with the regular classroom teacher. In over 30 classes, we have native teacher aides working with the regular teacher. In one school we teach Spanish-speaking parents in class each day alongside their children.

With all this innovation and hard work, we are not doing enough.

There are still thousands of youngsters who are not getting the benefit of our bilingual department. We need more financing from the State and Federal Governments. We cannot bleed much more from our already overburdened taxpayers of Boston.

In conclusion, I wish to express my commendation to the committee for its action in scheduling this meeting in Boston.

I earnestly hope its recommendations will reflect our deep concern for the education of all of our non-English speaking students in this city. It is especially our hope that this committee will include in its report the urgent need for increased State and Federal support for the total bilingual education program in the Boston public schools.

Mr. PUCINSKI. Thank you very much for your fine statement.

Mr. OHRENBERGER. Mr. Chairman, Mr. Joseph L. Ippolito of the Boston High School work-study program has a short statement to give.

STATEMENT OF JOSEPH L. IPPOLITO OF THE BOSTON HIGH SCHOOL WORK STUDY PROGRAM

Mr. IPPOLITO. Thank you, Mr. Chairman.

The primary objective of the Boston High School work-study program is to reduce the incidence of dropouts among junior and senior high school students.

A typical student at Boston High School must meet some or all of the following selection criteria: a grade repeater, severely deficient in basic reading and computational skills, a previous history of truancy, a high absentee rate, poor or negative attitude toward school and authority, rejected by his peer group, a long history of failures, both academic and social, and so forth.

These students are referred to us by school administrators, social service agencies, and parent groups.

In addition, school staff visit other junior and senior high schools each spring to recruit this type student before he drops out.

It should be noted that a large number of present students had previously dropped out of school completely.

In an effort to change student attitudes and create a desire to achieve, we feel that we have attacked the problem at its source by providing a four-period school day and a four 5-hour workday in private industry.

The shortened school day, with emphasis on communication and computational skills, a curriculum that is both current and relevant, a 15 to 1 pupil-teacher ratio, and individual instruction in critical areas has now made school meaningful and an objective attainable.

A remunerative part-time job with primarily prestige companies not only solves the immediate problem, a desire for money now, but provides career opportunities upon graduation.

In June 1970 Boston High School graduated 61 seniors. Excluding three girls who married and four boys drafted into the service, four students are currently enrolled in 4-year colleges, four in 1- and 2-year post-high-school programs with each of the remaining number now holding full-time jobs.

On June 16, 1971, we shall graduate 95 seniors. Seventeen have been accepted at Curry College, University of Massachusetts and Northeastern.

Each of the remaining 78 students will have a full-time job. As was the case last year, some will marry while others will go into the service.

It should be pointed out that, through the efforts of the school administrative staff, each of these 17 students attending college in September will do so free of charge. This represents close to $40,000. This is in first year scholarship money.

During this current school year our student body averaged in excess of $3,000 in earned income for a school gross earning figure of $1.4 million. The students paid in excess of $40,000 in State taxes and $150,000 in Federal income taxes.

Our school year allocation from the Federal title I act for this period was $445,000. These students returned to the Government one-third of its initial investment in the form of taxes. We know of no other federally funded educational program that can make such a significant claim.

Of further interest to the taxpayers is the fact that no Boston High School student has ever been employed by a municipal, State, or Federal agency. I am not anti any of these three areas, and sincerely hope that our graduates would aspire to careers in Government. It is simply my belief that the Government is already making a significant contribution to our effort, and I feel that private industry has a real stake in public education.

They depend upon our schools for desirable and well-trained employees.

Since they have many real jobs within our structure that must be filled, what better way for them to recruit reliable personnel than to train these young people while they are still in school.

Since private industry, unlike governmental agencies, is deeply concerned about net profit, you can be assured that each student is holding a real job and is not involved in a make-work situation.

The "something for nothing" philosophy is totally unacceptable to the staff, faculty, and students of Boston High School.

Mr. PUCINSKI. Thank you very much. We will hear from Mr. Seldon and Mrs. Overshown shortly. I believe they are members of the parents groups, and I would like to hear from them separately.

Dr. Ohrenberger, we will now go into questioning about this legislation and some of the problems that you see thereof.

Your statement has been made a part of the record in its entirely, and if it is agreeable to you, I would like to now get from you an elaboration on that part of the statement on page 5 which deals with the Trotter School.

The Senate bill provides that a school system in order to qualify for funds under this bill, must maintain at least one stable quality integrated school, and then must adopt a comprehensive district-wide plan for the elimination of minority group isolation to the maximum extent possible.

The question I have raised about this provision is what happens to that model stable quality integrated school, when it meets those qualifications at the time a school system applies for assistance, and then for reasons beyond its control, loses the balance.

Does this disqualify the school system from further assistance, or what happens, and in your statement on page 5, you point out that you started out with the Trotter School, as a model school, in racial balance, and apparently that school is not now in that balanced state.

Mr. OHRENBERGER. Actually, Mr. Chairman, I am very happy, first of all, to react not only to the Trotter School, but I think the record should be made clear, the imbalance act, chapter 641 of the Massachusetts law, indicates that a school that is 51-percent black is out of balance, and they interchange the term balance with integration, and this is where I think the law falls apart.

I am for quality integrated education. I am not for balance. It would be my hope that legislation would provide funds for me as a superintendent to provide quality education for all, and assign the proper organizations with the challenge of balancing, if balancing is considered necessary.

I refer to housing patterns, employment, the church, many, many other facilities.

I think it is irregular and improper to challenge and charge a school district for balancing alone.

The Trotter School incidentally was started many, many years before the imbalance act was voted on, and put in force.

When the imbalance act came into effect, we had to stop construction on the Trotter School.

The design of the Trotter School had in my opinion a very forward look in the area of urban education.

We were attempting to have a local school of education use this as a model, a demonstration school for the training of teachers, the providing of innovative programs. This is the way we started.

Mr. PUCINSKI. I understand when you started the Trotter School, the hope was that by putting a school of educational excellence in that community, you would stabilize the community.

Mr. Ohrenberger. That is correct.

Mr. Pucinski. And you had then been able to offer that as a good integrated school in an integrated community, where both the nonwhite family and the white families would be satisfied with the school, that the school is the magnet?

Mr. Ohrenberger. The thrust at that time was everything you said here, plus the involvement of the school of education for the training of teachers to acquire the sensitivity that you referred to many, many times.

Mr. Pucinski. What went wrong?

Mrs. Hicks. Also, Mr. Chairman, I believe at that time, that this school was going to educate children coming from a project, that was surrounding the school, and the mayor had promised that this particular project would become integrated, and this would be reflected as our neighborhood schools are with the neighborhood, but this did not happen.

Mr. Ohrenberger. But when the imbalance bill became law, then I had to stop, because the imbalance law also tells me that I may not build a school anywhere that does not have the percentage that the Commissioner talked about.

He was not Commissioner at that time.

Now, under our——

Mr. Pucinski. What percentage is that?

Mr. Ohrenberger. Well, at that particular time, this Trotter School reflected in my opinion, the population of the neighborhood when it opened. At that time we were in a preplanning session, and we had appointed the principal of the school, involved the community with curriculum development, and we had even selected the school of education that was going to train teachers.

At the same time, title I provided us with a subsystem, which included an elementary component, a middle school component and a high school component.

This particular elementary school was housed close to the Trotter, and it had only about 97 to a hundred pupils.

There was such a successful program here, that when the State board of education took charge of the allocation of funds, under the new imbalance act, we then decided that the model subsystem component should be expanded, and we had the Federal funds. I had had the elementary and early childhood part of this particular program in this small elementary school, so we took that small part of our subsystem, and put it into a school that housed about 750, and we used our own money to expand this.

In other words, a group of 100 under title I, became what I considered a magnet school.

We attempted by the method that the Commissioner described, to balance the school; we wrote to all our white parents concerning this excellent opportunity and we had the backing of the communtiy and the parents of the subsystem school.

They went out of the community to attract white pupils and at no time did we ever have more than half the number of the school's capacity apply, and I am talking about whites, at no time.

The task force of the Commissioner of Education worked with us.

They knew about this. I do not think we bungled. I am and just happen to be the poor fellow that is stuck with the doing, and if it is a law, I am going to try to make it work as well as I can.

Mr. Pucinski. So you do not think you bungled?

Mr. Ohrenberger. I am certain we did not bungle, and this school to me is an example of a fine school for everybody in America to come here to see.

Mr. Pucinski. What is wrong?

Mr. Ohrenberger. Nothing went wrong, except the number is wrong, the magic number of 51 percent.

Mr. Pucinski. The school is tilted?

Mr. Ohrenberger. No, Mr. Chairman. When we opened the school, we had about 41-percent white, the balance black.

That was only the first year. One year ago——

Mr. Pucinski. What is it now?

Mr. Ohrenberger. Forty-five percent.

Mr. Pucinski. You have held the line good.

Mr. Ohrenberger. In fact, we have increased it, and the reason, as a class goes out, we make sure that new kindergarten classes, and in this school we have kindergarten and prekindergarten, are balanced.

Mr. Pucinski. Do you bus children?

Mr. Ohrenberger. Yes; on a voluntary basis, and the State supports us for this busing.

Mr. Pucinski. You try to maintain a racial balance on the busing of youngsters?

Mr. Ohrenberger. We bus anybody who wishes to go there, and at this time the only ones I can pay to go in there are whites. The State reimburses me for the cost of this transportation.

Mrs. Hicks. Do you bus children from outside of the city of Boston?

Mr. Ohrenberger. I do. Also, when we did not meet our quota of whites to comply with the law, we then wrote to suburbia, and we attempted to bring these in.

There was a lot of talk that we had oversubscribed. I would guess that is what the Commissioner is referring to, but when you talk to the parents, ask them. Some of these people were in on it.

We did everything possible. In this city, this is a marvelous school. To me it indicates what the future of America could be, a completely integrated school, but by Massachusetts law, it is bad, and this is the part that aggravates me.

If this is a good school, and people come here from all over to see it, why does the law in Massachusetts say it is bad.

The Massachusetts law could not work in Illinois. It could not work in New York State. Why should anybody expect it to work here, and that does not mean that I am not for quality integrated education.

Mr. Pucinski. How can this legislation assist you in furthering this kind of a program?

Mr. Ohrenberger. In my opinion, Mr. Chairman, I would hope that we would stop fighting about balancing, mixing, forcing people to do things, and start spending the money where it belongs and create quality education for everybody.

That is what I would like. I am not at all happy with some of the way Federal funds have come, along these lines, in this State, for example, my title I rules change in the middle of the ballgame.

All of a sudden, I find myself concentrating fewer services on fewer people, saturating them. This to me is discriminatory as well.

I don't know whether I should recommend to my school committee the title III programs because they may require support from local funds in successive years.

Mr. Pucinski. When these recommendations are handed down by the Office of Education, are you ever consulted about whether or not they will work before they become competitive and operative?

Mr. Ohrenberger. I would say no.

Mr. Pucinski. Has anybody ever asked you how you think you could make any Federal act, or any Federal program more effective, before they implement new rules and regulations?

Mr. Ohrenberger. Not at the local level.

Mr. Pucinski. The Office of Education has never asked you?

Mr. Ohrenberger. Well, I have participated in the Great Cities Research Council, Mr. Chairman, and I have had the opportunity to say this in public many times.

I think I have said it before subcommittees of this group at other times—when a subcommittee came to Boston and on another occasion when I was in Washington, I do think too many times the rules have changed in the middle of the game, and I am referring back, I do not want to open old sores, to our great fight for forward funding, the difficulty we had with starting dates of programs, the occasions when some districts in the country could buy hardware and I could not, because locally they would not let me.

These are some of the things that really and truly upset me.

Mr. Pucinski. Could you qualify under the Senate bill by adopting a truly comprehensive plan for the integration of every school in Boston on a pro rata basis?

Mr. Ohrenberger. I would say I have to more clearly have a definition of what they mean on the pro rata.

I am sure I have several model schools that are integrated.

I am sure I have submitted on three separate occasions proposals to comply with chapter 641 of the Massachusetts law, which to me would mean a long-range plan.

Every one of them was accepted by previous State boards of education, and we are in the process of drawing a fourth.

Mr. Pucinski. Have you had an opportunity to study the Senate bill?

Mr. Ohrenberger. Actually, I would indicate that people on my staff have looked at it quite thoroughly and could answer specific parts of the question.

Mr. Pucinski. I wonder if you could comment, either yourself, or any member of your staff on a definition of an integrated school in the Senate bill.

It says an integrated school means a school enrollment in which a substantial proportion of the children are from educationally advantaged backgrounds, and it goes on. You have it in front of you.

How do you interpret that definition?

Mr. Ohrenberger. I would interpret that definition to mean in Boston right now, I would have to have a plan which would show that each school in this district would be 30 percent black and 70 percent white, and I do not think that anybody could do that, by drawing boundary lines anywhere, or paring schools.

The only way it could be done is by assigning pupils to schools forcibly.

Mr. PUCINSKI. Now, is there any validity to the statement being made, when you do that, your middle income white and black families leave the urban school system and move out to the suburban school system?

Mr. OHRENBERGER. In my opinion, resegregation would be the result of implementing that law.

Mr. PUCINSKI. Have you had any actual experience with any such phenomena?

Mr. OHRENBERGER. We have, Mr. Chairman.

Mr. PUCINSKI. Will you tell us about it?

Mr. OHRENBERGER. Indeed I will. At the present time the Lewenberg Junior High School is under investigation by HEW.

I think it was the subject of testimony of the Commissioner of Education, which he gave in Washington before some committee, and it was then indicated the open enrollment in that district, contributed to this school becoming imbalanced, when, in fact, the community itself which was a predominantly Jewish neighborhood, had an inmigration of blacks all of a sudden, and there was a change in the housing pattern to suburbia, or other parts of the city, and that was the cause of the resegregation in my opinion.

Mr. PUCINSKI. In your judgment, then, Mr. Ohrenberger, if you were to fully implement the definition of this legislation, that you could have a resegregation in the city?

Mr. OHRENBERGER. That is my opinion.

Mr. PUCINSKI. And you based that on experience of the Sullivan School?

Mr. OHRENBERGER. Of that one school, but I could also give you other figures.

Mr. HAMBELTON. I think if one looks at the enrollment figures in the Boston schools, since the racial imbalance law was enacted, in 1965, that in itself was the picture of resegregation.

In 1965, the total enrollment of the Boston schools was 91,000.

Twenty-three percent of that figure was nonwhite. In 1970–71, the total enrollment in the Boston schools has increased from 91,000 to 96,000, and the percentage from 23 to 32.5, for an increase of almost 10 percent.

Mr. PUCINSKI. You are saying, Mr. Hambelton, is that white families are moving out, and nonwhite families are moving in?

Mr. HAMBELTON. Yes, I think if I can go on, I will emphasize that particular point.

Over that span of years, from 1965 to the present time, a number of white pupils has decreased by 5,595. The number of nonwhite pupils has increased by 10,227.

I think the statistics speak for themselves.

Mr. PUCINSKI. The statistic that troubles me, the one I tried to get an answer to from Dr. Sullivan, is the statistic that indicates in 2 years, there has been a very serious increase in total racial isolation of black children in this city.

In 1968, you only had 0.3 and in 1970, you had 11 percent.

Now, what does that tell you as a school administrator?

I am trying to find some reasoning to these figures.

Mr. Ohrenberger. It tells me the whites are fleeing. I find that I must have the kind of money needed to provide quality education for all. The only solution for the urban school districts is to have people return to the concept of a magnet school, which is being done at this particular minute.

Mr. Pucinski. You say the Trotter School, you have been able to hold that down to about 60, 65 for 3 years?

Mr. Ohrenberger. Two years.

Mr. Pucinski. How does that compare to other schools where you do not have this type of a concentration of quality in programs?

Mr. Ohrenberger. Well, actually, at this particular time, this is the only magnet school that I have at the elementary level.

Mr. Pucinski. When we talk of a magnet school, let me see if I understand you correctly.

We have in Chicago a magnet school called the Disney School, where we bring children from all over the city, and it is an experiment in quality education in an integrated basis.

Now, that is what we call a magnet school.

We drew from larger areas into a school. As I gather, the Trotter School is not quite in that mold. The Trotter School is a school in which you have invested a substantial amount of money in both building and program, to stabilize a community, and most of the youngsters in the Trotter School are from within the immediate community; do I understand that correctly?

Mr. Ohrenberger. No. I would say that most of the black student body are from within the district, but all of the whites come from all over the city, and they come from outside the city.

In my paper, I refer to the possible solution of our problems in a metropolitan plan.

This is the only solution I see, to have whites return to urban community life, and to provide the kind of education that will attract them.

To me, the constant fight the educators have about moving people around, is not a part of what I was actually trying to do, and I think we should put first things first.

Now, this does not mean that I think that we are going to solve this problem tomorrow.

It is a long-range way of doing it, but to me it is the only right way.

I think you have put your finger on exactly what is happening in the urban communities in America.

The sensitivity training of teachers, this is another one.

Violence in the schools is another thing driving them out.

I am not indicating there is only one reason why people are fleeing.

There are many reasons.

I prefer to have the money come for quality education, and I am sure—well, I have a task force that works each week on drawing plans with the State in compliance with chapter 641. They devote about a quarter of their time to this problem.

I would like to spend that time on quality programs, instead of having them dream up ways of changing the school districts around, so this year it will be balanced, and maybe next year it will not.

We have two new schools opening in North Dorchester in the fall, terrific schools.

If we drew the district lines, the day we wrote the educational specifications for that school, they would be quite different than they are today.

The school committee at the last meeting decided on the district lines from these schools, because we must balance these schools.

Had we drawn the district lines when we wrote the educational specs, they would be invalid today with our law, so we would have to redraw them another way, and so this involves constantly changing the districts. Two years from now, the lines we drew this week would be imperfect, and I suppose I would be told to change them again.

Mrs. Hicks. Mr. Superintendent, are you then by changing your boundary lines, are you really depriving some of our children that live in the Roxbury area from attending this very brand new school, which has the swimming pool, and all the very new accommodations?

Mr. Ohrenberger. In that district, there would be some children presently housed in the old school, who would have to go to another district.

Mrs. Hicks. Then are you not discriminating?

Mr. Ohrenberger. I would say that the law is discriminatory, and the open enrollment, which has been one of the parts of compliance, which you referred to earlier this morning, in my opinion it is the most democratic open enrollment plan in America.

Mrs. Hicks. Which one?

Mr. Ohrenberger. The one approved three times by the State, and by the commissioner, who has a different type of student exchange, which I refuse to call open enrollment, because it is not open enrollment.

It is controlled transfer, and that to me is repugnant.

I think it is causing a very serious problem in discrimination in my opinion.

A brief description would be a minority child can transfer to a minority school. A black could go to a white school, a black——

Mr. Pucinski. The problem I have, as you start this changing of school districts, as has been proposed, if neighborhoods change, as a result of this, you will then be accused of creating segregation, which the courts have clearly held to be unconstitutional, so you kind of find yourself coming and going, and I tell you it is a tough job being a school administrator today.

I do not think I envy you.

Mr. Ohrenberger. Actually, Mr. Chairman, I have been in the Boston public schools since 1930, and I am going to stay here until we do something about this particular school system, and I have the best staff in America who are willing to stand up and be counted.

Mr. Pucinski. But it is your professional judgment that a good quality meaningful responsive school program would keep families from running?

Mr. Ohrenberger. Yes.

Mr. Pucinski. We keep talking about white families running.

No one ever talks about the middle income black families running, which in my judgment is just as serious a problem.

Mr. Ohrenberger. I would have to say you are right.

Mr. Pucinski. And it seems to me that children ought to have a break all along the line, and it is just as bad to isolate a black community from its middle income black families as it is to isolate it from middle income white families.

Mr. Ohrenberger. You are absolutely right.

I see it happening here.

Mr. Pucinski. But you feel by improving the quality of education, by reassuring confidence of parents in the school system, the racial line does have a tendency to disappear?

Mr. Ohrenberger. I would say this is the only solution we have for our urban education, without going out to suburbia.

I would be very happy and willing to exchange with suburbia *x* number of my underprivileged whites and blacks with some of their affluent groups.

Mr. Pucinski. What is the reaction of parents of children not being bused or being bused into the Trotter School?

Mr. Ohrenberger. They do it voluntarily.

Mr. Pucinski. What are they telling you about the effect of all this happening?

Mr. Ohrenberger. They like what is happening in that school.

Mr. Pucinski. They do not mind the time spent on the transportation, as long as the youngsters get a good education?

Mr. Ohrenberger. I would say that that is it, and I have not had too many reactions to that, Mr. Chairman, but I would say that I have had no complaints about the number of hours.

Actually, I think the longest ride is not more than a half hour.

Mr. Pucinski. Are you busing black children?

Mr. Ohrenberger. No, I am not.

Mr. Pucinski. But then you have no idea what the reaction of black parents would be?

Mr. Ohrenberger. No, I do know there were many, many black parents who wanted the seats left over.

You see, we had to go to the State board of education and indicate that we had, I think, approximately 350 whites, and that would allow me only to take 350 blacks, and that meant that 50 seats would be unoccupied.

Mr. Pucinski. What are you finding in the way of scholastic achievements by the youngsters in the Trotter School, both black and white?

Mr. Ohrenberger. I would say, here again, we are talking about reports.

I would be remiss if I did not say, I can substantiate any kind of argument you want about moving people around. I have not really found hard evidence to prove an imbalanced school is a bad one, and I have never found any hard real proof that the converse was true, and there have been so many reports that can defend either side of it.

I would prefer at this particular juncture to rely on the enthusiasm of the pupils, and the spirit I have found in the parents, the parents who have students in the school. They are happy and pleased, but I would say the test scores that have come out of the Trotter School, are perhaps about normal with other school districts.

Mr. Pucinski. I do not quite understand that.

Mr. Ohrenberger. There is no marked change insofar as reading scores.

Mr. Pucinski. If there is no marked change, perhaps I am not reading you correctly.

If there is no marked change, what is the value of having this model institution?

Mr. Ohrenberger. Actually, I am sure, that by this time, as chairman of the committee you are on, you have to deal with people, what they like, and what they do not like.

I am certain that the evaluation system used for the urban school districts is not a proper one. I am sure the national norm has never included a school of this type, so if we are talking about the technical instruments for measuring ability and process, I would say that the Trotter School has shown some slight improvement, but not enough to satisfy me.

Mr. Pucinski. In the Trotter School, have you had to institute new training programs for your teachers?

Mr. Ohrenberger. We do, and we will have such new training programs for the two new schools opening in the fall.

These are open-type schools, and we will have a training program for all new teachers assigned.

We are selecting the staff, and we are involving the community in the selection of the staff, and we will be training them, and continuing this inservice training, so that the educational specifications. for these schools will be met.

It is a silly thing to build a brandnew school and transfer an old program into it.

You may as well stay where you were. Here again, in the urban community, we find the pinch.

In this particular time, my budget is being cut back by $5 million. and I had to practically on my knees beg for staff for these two schools.

Mr. Pucinski. Doctor, what different methods are you using at the Trotter School that you are not using in the rest of the city?

Mr. Ohrenberger. At the Trotter School we are using what we call the developmental classroom concept.

In this school the youngster is able to choose those subject areas during various parts of the day, which he is most interested in studying at that time.

It is a varied activities type curriculum.

At this school the youngsters, for example, in science, have a variety of activities available to them as well as in many other subject areas. In the area of staffing we have what we call curriculum design specialists who are selected on the basis of their experience and expertise in subject areas.

These are special personnel, who are there to train the teachers, as well as sit in, and try to improve the classroom situations, by developing a more effective learning atmosphere.

These are extra staff provided as a result of title I activities.

Mr. Pucinski. What are the expenditures in the Trotter School?

Mr. Ohrenberger. I would say they are probably $1,500 per student.

Mr. Pucinski. How does that compare to the rest of the school system?

Mr. Ohrenberger. It is about $600 more.

Mr. Pucinski. How many students do you have?

Mr. Ohrenberger. 750.

Mr. Pucinski. So it would cost you about a half million dollars more?

Mr. Ohrenberger. That is correct.

We also now have 12 schools in the ground, and hopefully in 1975, I would have 38 new schools.

If anybody says we are not putting our money where it belongs, really and truly, they are indicting a school system that is trying.

In the two schools that we have opened, we have hoped to open three schools, and we would have hoped they would work as a group, with one school concentrating on math and science, and this will be opened in September.

The other, language arts, and the performing arts, and the third one, another expression in physical education, this kind of thing, but the entire groups interchanging the facilities, so that the entire community will meet together.

These schools will also be community schools.

There will be something also for adult education. It will be in my opinion three particular schools, built at the time of its conception, on the periphery, that hopefully would provide the mix, but now as opening day approaches we find there are two things, first of all, that the district lines are not stationary so that does not solve the problem.

Second, it is our hope that these attractive programs will bring whites back into the area.

This is something we will have to live with before we see it come to pass.

Also, the curriculum is on more of an individual process with pupil progress at the level of his own accomplishment, as it would follow him—nongraded classes.

Mr. Pucinski. Now, the additional funds that are being spent at the Trotter, are you planning to use the same techniques that you are developing at the Trotter School?

Mr. Ohrenberger. I would love to.

Our situation is like having cancer and not having money for the pills.

Mr. Pucinski. You are satisfied the Trotter School as far as you have gone is a wise investment?

Mr. Ohrenberger. In my opinion, it has been.

Mr. Pucinski. It has helped bring about a balance among the youngsters and has helped improve the learning skills of both black and white?

Mr. Ohrenberger. Yes.

Mr. Pucinski. What would you need to implement this kind of system in your entire school system?

Mr. Ohrenberger. Well, at the present time, we should have an operating budget of $96 million, but we are being cut back $5 million, which brings me to $91 million.

Of that, some $65 million is supported by local funds. I would say that personally I would buy the formula in your bill.

In this way the Government gives me a third, the State gives me a third, and in that way I would have enough money to put Trotters all over the city.

Mr. Pucinski. Would that stabilize Boston?

Mr. Ohrenberger. I think it would help a lot. I do not think that anything will do it tomorrow. I think we have got to develop a confidence in the people to come back to the city, the city where education really started.

Mr. **Pucinski**. You believe that education can be that catalyst that will bring them back?

Mr. **Ohrenberger**. I think it is the only solution.

Mr. **Pucinski**. Now, we have, as you know, before the committee, a number of bills.

The Senate has already approved a bill that is categorically marked for some assistance to help overcome the problem of integration.

We also have a general aid bill that would be something more free, not quite as narrowly earmarked.

In your judgment, as superintendent of schools in this city, what kind of program can the Federal Government enact that would be most helpful to you?

Mr. **Ohrenberger**. I would say the general aid bill.

Mr. **Pucinski**. You feel there is enough into this behind your State law, and various other factors, dealing with integration, that the integration problem can fall within the general aid bill?

Mr. **Ohrenberger**. I would say in Massachusetts, yes, because we do have this law, and the Federal input would be more desirable to me as the superintendent of Boston schools.

Mr. **Pucinski**. How are you dealing with violence in the schools?

Mr. **Ohrenberger**. Well, we have had our share of violence.

I do not know whether we should be talking about what we think caused it, or how can we stop it.

I do think if the examples set by the college campus as we have seen it spill over into the schools, then there is some sort of a national organization that motivates it.

Boys and girls who have little to do, and without attractive educational programs, are prone to violence, and are being attracted as I was when I was young to this sort of thing.

I was no different than anyone else. If I was busy, I could not find time for trouble.

I think that, and I would like to tie this in here, violence and delinquency can be curbed a great deal by your vocational educational bill.

We have a plan here where if I receive the money, we shall have an occupational resource center that I think will be the example for school systems everywhere.

I have already told this to Commissioner Marland, who indicated that the occupations, the ability to give a skill is something that has to be done.

This is a catalyst. Forget the general education. We have the plans already drawn. I would hope to work more toward this type of program but I need the money to complete the plans.

Our trade schools will no longer be what some call dumping grounds.

I have a school program that could be as long as 3 weeks, or as long as 3 years which allows for the recognition of the potentiality of the child, and, secondly his development to the maximum potential.

This I see as preventing violence, and the things that the bill addresses itself to would also assist us in preventing violence.

I need aids, and I need special courses which we are using in Boston at the present time, a flexible campus program, which we think at the high school level will be helpful to bring meaningful programs to these young men and young women, and I do think that both of these bills would be helpful in assisting me to control the student disturbances which you find all over the country.

Mr. Pucinski. I get from your statement, to pass a bill that is narrowly earmarked for dealing with the problems of integration per se, without looking at the periphery of all of the other problems you discussed here, would really be to prolong segregation.

I get that impression from your testimony, that the answer to your problem is to give you some elbow room.

Mr. Ohrenberger. That is exactly right.

Mrs. Hicks. I was wondering, could you tell this committee some of the programs you consider exemplary in the Boston public school system?

Mr. Ohrenberger. The only school system in America with kindergarten and prekindergarten citywide is here in Boston.

We have a high school dropout rate, which if I had sufficient funds, could be half of what it is.

We started some years back with a return to school program, which is now called a work-study program, where we have pupils working in a morning job, who attend school during the afternoon. Others work in the afternoon, and go to school in the morning. If we had double the money, I could double the size of that program.

In addition, I would point with pride to our expansion programs, our individualized instruction, the enrichment programs, which were started prior to the Federal funds coming in here.

If there are any good programs being tried in America, we have them here.

I have even gone ahead with an experiment on performance contracting, which after I signed the paper, I felt I should have counted my fingers, but I thought we should try it.

Mrs. Hicks. Let me ask you also, we come here with bills that are going to be funded, possibly, but I think the question, we would like to ask a superintendent such as yourself, what sort of Federal funding would you want?

What changes would you want in the Federal funding programs?

Mr. Ohrenberger. At this time, I will take any kind of aid I can get.

What would I prefer?

I prefer categorical.

Now, why do I prefer categorical, because when it comes to me right now, it is to do a specific job, and I have so many needs in Boston, that you could send to me any category, and I could use it.

I hate to see it dissipated.

I prefer categorical. I prefer to have it come to me for a specific service which I can perform with it.

I would hate to see it wasted away, and forgive me, I am having a little competition here, but this is the way I like it.

Mrs. Hicks. In Boston, the public school system, there is a great need in the elementary school level, and this it seems to me would be more where your categorical grant should go rather than in your high school area.

Now, with your recommendations on categorical grants, would this leave your high schools without funds?

Mr. Ohrenberger. Actually, I think the best way of funding is through the bill in which Federal, State, and local governments would each pay one-third. I would like to see the School Committee of the City of Boston, which is the only school district in the Commonwealth, that does not have fiscal autonomy, not have to go with hat in hand to get its money.

I accept aid in any way I can, but when it comes earmarked, that is what I prefer.

Mr. **Radcliffe.** Mr. Superintendent, you talk about categorical funds, but would it be fair to say, if you took four or five of these separate categories, and put them together, never mind the term block grant, but just put them together, so you would have to spend them, and the money would have to go to those categories, you would not have flexibility to where you put your emphasis locally with block grants, or with categorical funds, but you might want to use more money for one thing and less for another; is that not so?

Would it not be more helpful to you in administering Federal grants if you could do that?

Mr. **Ohrenberger.** I would like that; yes.

You have to have a definition of terms, and as an attorney, you understand the words, as you put them in their context of definition, and I as an educator may understand them in another context.

Many times I have seen money come to this city to provide programs that proved to have great merit, only to realize when the Federal money stops, that it is impossible for me to support the programs from local funds.

Mr. **Radcliffe.** I might observe Dr. Sullivan said I did not do my homework. It is something he did 20 years ago in Maine.

I see a separate statement apparently to the good doctor, that he does not know what is happening today here in Boston.

Mr. **Ohrenberger.** I would like to point out that we have a good program in bilingual education.

Mr. **Pucinski.** Mr. Ohrenberger, you said you need elbow room, and there seems to be a bit of inconsistency in your statements, and I would like to clear this up here, so that we have some idea of what we could do as the best thing to help.

Under the Senate bill, among the authorized activities, if we were to pass this bill, specifically designed to help the schools overcome problems of integration, one of the activities would be development of a use of new curricula, and instructional methods, practices and techniques, and the acquisition of instructional materials thereto, the support of the program of instruction for children from all racial, ethnic and economic backgrounds, including instruction in language and cultural heritage of minority groups.

Now, this is all very important. We should be doing it now. We ought to be doing it now. We ought to have ethnic studies in every school.

I have sponsored legislation that provides funds for developing of ethnic studies materials.

I am wondering if this definition standing alone, does not restrict you, perhaps in the Trotter school, your most pressing and urgent need is to teach children how to read.

There is a myriad of materials on ethnic studies. In Chicago in one institution they have come out with a program on the various ethnic groups of America and racial groups, but if a child cannot read, he is denied this rather marvelous world that is available to him.

This is just one in a number of authorized activities, but would not the limitation in this authorized activity deny you the flexibility of using money for reading courses, if that is what you need, math courses, or some other courses, sir?

Mr. Ohrenberger. It could be spelled out that way.

Mr. Pucinski. Now, they also say they call for remedial services beyond those provided in the regular school program, including student tutoring.

I presume that would be a very worthwhile activity that would be very desirable.

They call for a guidance counseling service, administrative and auxiliary services, community activities, including public information activities in support of a plan.

The question I want to ask you is that as the superintendent of schools in this city, we have a limited amount of dollars at the Federal level: Would it be more effective to give you a general aid bill where then you and the community would decide how best you could spend this money, to develop a good integrated system, or would it be better to designate as narrowly as we do in the bill that this money must be used within this program?

Mr. Ohrenberger. Generally I would prefer general aid.

Mr. Pucinski. You would prefer general aid?

Mr. Ohrenberger. Yes.

Mrs. Hicks. I would like to ask the superintendent, the chairman has stated many things that should be done in a good school system, relative to getting to know each other better, and so forth.

Just what steps have you taken in your school system with regard to textbooks?

Mr. Ohrenberger. All our textbooks must be multiethnic and they are selected by textbook committees.

Every single textbook must be in this particular category. We have established parent-teacher organizations, we have experience working with the community, and I think you will have somebody testify to this particular effect later.

We have attempted to involve students and parents with curriculum design, particularly in the field of black studies, where we feel we have gone forward, as much as any city, and hopefully we will go much further.

We have attempted to involve parents and students in the designing of the education specifications for each one of our new schools.

We involve and meet with them, and these activities were made possible under title III which provided the support for this type of experience with the community.

I think we have the backing of the community. I would not say the 100-percent backing.

Many, many times people have a different opinion of what community control means.

I do not think that they ever meant the abdication of the elected school committee.

I do intend to foster involvement as much as we can. We have increased participation in our teacher training programs from less than 200 to better than 1,200 to 1,400 now.

Here is a place where I think a lot of work can be done.

It is no longer standard equipment for a teacher to know a subject. She must know the subject and how to be able to get it across in the urban community.

This is one of the places where I think we have come forward.

Mrs. HICKS. In the bill it provides for sensitivity of teacher training. Has your system ever done anything in this?

Mr. OHRENBERGER. We have done this on many, many occasions.

We will be doing it this summer in preparation for the two new schools that are opening, and we need much more development in this area.

This is difficult to effect. I have had special programs with Boston State College for new teachers coming in our service.

We have orientation and sensitivity programs, one of which was just completed the day before yesterday for our top administrators. So I think not only retraining is necessary for teachers, but it is also necessary for middle as well as top administrators and we have had this going throughout the year through a small grant.

Mrs. HICKS. Mr. Hamilton, I understand you are the chairman of the task force on the racial imbalance.

Now, you have been working on this for many years, and I just want to know, in your opinion, can the schools of Boston be racially balanced?

Mr. HAMBELTON. No. I believe not, Mrs. Hicks.

It cannot be done in keeping with the wording of charter 641 of the law.

It is an impossible task.

Mrs. HICKS. If we are going to accomplish this, if the Chairman of the Commission of Education so mandated to the Boston schools that they had to be racially balanced, or all State and Federal aid would be withheld, what sort of a program would have to be instituted?

Mr. HAMBELTON. In my opinion, we would have to look to the suburbs for assistance.

I think the suburbs should be involved in the implementation of chapter 641 now.

I personally resent the fact that they are not. The history of chapter 641, the development of the act came about as a result of a movement toward the integration of schools throughout the country, and Boston, however, had to be included in that movement.

The emphasis of chapter 641 has been historical since its passage in 1965.

On racial balance, that magic number of 50—50, I do not believe that it is possible to achieve it, and I do not believe that the school is necessarily inferior because it passes the 50-percent mark.

I also feel if integration is a worthwhile endeavor, I think it is just as important for the suburban communities throughout the Commonwealth of Massachusetts, who have at the present time 90 percent of their schools all-white, so if integration is worthwhile, and essential to good education, and we all at this table believe it is, it is just as important for the suburban youngster as it is for the city youngster, and yet the law is not being applied in that direction.

Mrs. HICKS. Thank you, Mr. Hambelton.

Mr. **Pucinski.** Mr. Meagher, your statement has already been made a part of the record.

Do you have anything you would want to stay at this time?

Mr. **Meagher.** I do not believe there is, Mr. Chairman. I believe the superintendent covered it very thoroughly when he spoke to you. I would say due to the violence in the schools, we do need funds.

I feel we should have more teacher aids. I do feel that we should have afterschool programs for the pupils and the students in these schools, as was inaugurated in the King-Timilthy program or proposal. I believe that has been successful.

I believe you will be spoken to in regard to this particular program by others.

I believe that we have to revamp our fire alarm system, and you will be told about the law, and why we are having so many false alarms.

Mr. **Pucinski.** Mrs. Hicks spoke in her opening remarks today about the national crisis that confronts your own system here, and, of course, we heard this morning that Philadelphia is apparently going to cancel all of their athletic activities because of lack of funds.

How would you evaluate your own financial situation?

Mr. **Ohrenberger.** They cut $5 million from our budget so we will have to eliminate many services.

We will have to get along with fewer teachers, which means raise the pupil-teacher ratio.

Mr. **Pucinski.** On that score, at what point do you fear that you are going to reach a ratio that will no longer be acceptable to the accrediting agencies of the country, and threaten your accreditation, are you anywhere near that now?

Mr. **Ohrenberger.** No. I would say we are among the last cities of America which are in that kind of situation.

I think at the elementary grades, we have a pupil-teacher ratio of 26 to 1 and in the high school, about 21 to 1, so I think in this particular area, we have done a rather fantastic job.

There is no magic number here. Who said a good teacher in certain subjects cannot teach more than this?

It all depends on what you are teaching. When you are talking about the inability of students to master their mathematics, in my opinion a large percentage of it is due to the lack of ability to read.

I am sure that if anybody in this room, had trouble with the subject of mathematics, it was probably due to the fact that they could not do the word problems because they had reading problems.

I am saying it is all interrelated. There is no magic pupil-teacher ratio.

I have had good teachers that could operate under an apple tree and do a good job.

Mrs. **Hicks.** What is your standing?

Mr. **Ohrenberger.** Twenty-six to one.

Mrs. **Hicks.** So if you were to move above this, you would have a problem with your teacher contract?

Mr. **Ohrenberger.** Yes.

Mr. **Pucinski.** Now, under some investigation now by HEW, your school system is threatening to cut off your funds, $21 million, is that not so?

Mr. Ohrenberger. Now, that is the amount the State could withhold from us if for some reason they assumed we were not complying with chapter 641.

Mr. Pucinski. State law?

Mr. Ohrenberger. This is the State funding.

Mr. Pucinski. What is the Federal?

Mr. Ohrenberger. The Federal investigation, that has not been concluded yet.

At least, I have not received a final report. However, I have heard rumors that it has been completed.

This investigation was the result of the statement on the part of one of our national leaders that the Lewenberg School was in violation of the Constitution, and so they came in, and they came in on that particular vent, but I would say they have touched on almost all aspects of our school operations.

We have opened all of our accounts to them. We have shown them everything we have. We do not hide anything. If I need the help, I have got to show them where the dirty gutters are and the broken windows, or we do not get it, but this, in turn, has cost us a great deal of time that I could have been devoting to other needed areas.

I would say that the HEW investigation, and my administrative assistant has come up with a report which confirms this, has been a big drain on my staff's time, and we have had them since last October.

Mr. Pucinski. Federal investigations are becoming a way of life.

Mr. Ohrenberger. I have one coming next Monday that I did not ask for. These are the people who take college students to Washington where they give them some concentrated program, which automatically makes them evaluators, and then they turn them loose in Boston.

This is the second year I have had them, and I think last year it cost us $900,000, which I could have used to develop another Trotter School instead of having these people become instant experts.

Mr. Pucinski. Thank you very much for your testimony.

STATEMENTS OF JOHN SELDEN, PROJECT DIRECTOR, KING TIMILTY ADVISORY COUNCIL, ROXBURY, AND MRS. LILLIAN OVERSHOWN, HOME AND SCHOOL ASSOCIATION

Mrs. Overshown. Mr. Chairman and members of the committee: Good morning. My name is Mrs. Lillian Overshown, most recent past president of the Boston Home and School Association which represents 99 local organizations throughout the city of Boston.

The membership consists of 48,000 parents and teachers of the children in the Boston Public Schools.

The schools of Boston need help.

Why should parents, students, and teachers have to paint classrooms in order to have pleasant surroundings?

Children know it is their right to have the best education possible, and this includes the best facilities possible.

The schools of Boston need help in order to implement more of the programs recommended by the recent Cronin report—which was an in-depth study of the Boston Public School System.

This report has been very favorably received by the local home and school associations throughout the city who have been studying it.

Over 2 years ago the need for nonteaching assistant principals was recognized because of the ever-increasing administrative duties of principals and the ever-increasing disciplinary problems that took the assistant principal out of his classroom.

But again, today, because of lack of funds this need is still unfulfilled.

Almost all the high schools in Boston were disrupted during this past year, but I was particularly dismayed to see our beloved English High School rent with disruption, strikes, violence, and its normal routine interfered with by outside agitators.

Three of my boys have been educated at English High. My fourth, the youngest, is now a sophomore.

I also served as president of the English High Home and School Association and have served on the executive board for 8 years.

English High is the oldest high school in the city and was one of the finest.

Some of the most influential men in the city, including our present superintendent of schools, Dr. Ohrenberger, are among the graduates.

It is disheartening to watch this school change from a school with an extremely high scholastic standing to a school where discipline is the crisis problem.

This is not good.

With financial aid it could once again attain its position of respect from all the youth of our city.

Community teacher aides would be a tremendous asset at this school.

But we need them to help the teacher, not to police or spy on their own children.

This action could only alienate the students more.

We must establish our credibility in the area of our desire to give our youngsters excellence in education geared to their individual needs.

This is their right.

It is our obligation to see it is done.

We need careful screening of teachers who will be teaching our children in school.

We need teachers who will be sensitive to the different home backgrounds of the students from various areas of the city.

We do not need teachers who will be teaching hate as a subject.

We need teachers and administrators who care about all students regardless of race, color, or creed.

It is not up to the students to find the answers to the problems besetting the schools of Boston.

It is the responsibility and obligation of the parents, administrators and elected officials to use every means at hand to bring about the quality education that our youngsters deserve.

Please help us.

The zooming tax rate in Boston, which will probably be close to $200 this year—and possibly be the highest in the Nation—will still be unable to provide for the extra expense of urban schools.

Therefore, Boston schools need Federal financial help.

Thank you.

Mr. GRIFFITH. I would like to say, in general, I was more or less directed to direct my attention to the area of juvenile delinquency, and it just seems to me, I would say at this time that I would concur with section 2 on the findings, however, I felt that unless they were interrelated with other areas, and I was thinking of specifically on the varying versions of your Emergency School Act, I felt that unless there was an interrelatedness, that in general, the whole thing might be self-defeating, and I more or less base that on just this thinking, this rationale. Although the need is for the preventive approach, the overall problem is my concern, that to consider the prevention without due provision for the consideration of the cause may in the intent be self-defeating, I think that is in general what I was saying.

Mr. **Pucinski**. That is one reason why we have decided to hold these hearings together on a number of interrelated subjects, and I think you make an excellent point.

I am glad you made that point. There is a tendency to legislate piecemeal, with different bills going in different directions, and what happened is that you have a lot of Federal programs floating around, but the left hand never knows what the right hand is doing, and as a result, the programs are not as effective as they could be.

There should be some interrelationship between the programs, and you are absolutely right to talk about juvenile delinquency prevention, and not to talk about schools, and not to talk about communities, and not to talk about housing, not to talk about all of these other things is really like listening to a graveyard whistling in.

You are not going to get very far.

We are working in that direction. I was wondering if you could give us some idea.

What is the extent of the narcotics problem at the high school level in this community?

Mr. **Griffith**. Well, I am really not qualified to give any statistics, and personal thinking, as a resident of Boston, and I do not think that would be very informative to you.

Mr. **Pucinski**. Is this a problem in your schools?

Mr. **Griffith**. I would say it is becoming, that we are becoming much more aware of the problem in Boston than we have been in the past.

Mr. **Pucinski**. Is there any validity to claims, as in some communities, that youngsters, even at the elementary school level, are beginning to experiment with various forms of narcotics or drugs?

Mr. **Griffith**. There has been that kind of talk. I know there have been visitations to the schools by various persons, and in some cases, persons have found that when they visited on the elementary level, they were surprised at the knowledgability of youngsters relative to the subject being discussed.

Mr. **Pucinski**. Do you have any suggestions on what we might do in that field?

Mr. **Griffith**. No; I do not have any specific suggestions when it comes to drugs.

I guess drugs is more or less interrelated with all of the other kinds of problems, which more or less necessitates Mrs. Hicks and your presence here today, which necessitates these various actions.

Mr. **Pucinski**. Very good.

Well, thank you very much, Mr. Griffith.

We certainly appreciate your contribution.

Mr. Griffith, I wonder if you would be good enough to remain with Mrs. Overshown, because we will probably have some additional questions as we develop the subject here, so if you would remain along with Mr. Selden and Mrs. Overshown, we would appreciate it.

Now, Mrs. Overshown, we have already heard your statement, and I believe you are the president of the Home and School Association.

Mrs. **Overshown**. Past president.

Mr. **Pucinski**. And, Mr. John Selden, do you have a prepared statement?

Mr. **Selden**. Mr. Chairman, I was out of town on a conference, and I have not written any statement as yet, but I will see that one is placed in the hands of the committee to be inserted in the record. It would take me quite a bit of time to tell about the King Timilty Advisory Council, as we have to go back 4 years in the formation of this case.

Mr. **Pucinski**. What does the council do?

Mr. **Selden**. The council is an advisory council to the school department, advising programs for the schools.

We have a 13-school complex, incidentally, that we service. We have two high schools.

Mr. **Pucinski**. How many high schools?

Mr. **Selden**. Two junior high schools and 11 elementary schools.

Mr. **Pucinski**. Are these integrated?

Mr. **Selden**. No; 1 percent white, and I would say about 20 percent Spanish now.

This has changed with the last year and a half, and the rest is black.

Mr. **Pucinski**. Mr. Selden, Mrs. Overshown, and Mr. Griffith, you are people close to the problem of the schools, so what do you think is the most effective kind of assistance the Federal Government should give in providing the educational needs of the community?

You have heard all morning about all sorts of programs dealing with forcibly integrating the schools, and voluntarily integrating the schools, and you have heard discussions about integrating schools, and you have heard the discussion about the futility of trying to integrate schools, and you can see a discussion like this can go on indefinately, and that it can go in 10 different directions.

You have 13 schools in your jurisdiction, where an overwhelming and predominance of nonwhite students attend.

What do you think is the most effective way of moving with this problem?

Mr. **Selden**. Well, I believe in quality education in a neighborhood concept.

Maybe I should explain on why I am interested in children.

Mr. **Pucinski**. We will stipulate you have an excellent background to make these judgments, but I am much more interested in your judgments.

I am interested in knowing, what does one as close to the problem as you obviously are, what is your thinking?

Mr. **Selden**. Well, I would say——

Mr. **Pucinski**. We ask everybody for their opinions, except the people close to the problem.

We have a welfare reform bill coming down the pike, in a couple of weeks in Washington, and it was written by a committee on which there is not a single member who represents a constituency of any significant number of people under welfare.

You ask yourself what kind of sensitivity is reflected in that legislation, and I am here in Boston today to ask you, as one who is close to the problem, what do you think we ought to be doing?

What do you think we Congressmen ought to be doing to help deal with this problem?

Mr. **Selden**. Community involvement and community participation.

I know when you mention community control, that is a nasty word.

I do not believe the community in controlling schools, because they are not financially able, but I do believe in this vast school system of ours, we should have community involvement and community participation.

We have taken paraprofessionals out of the community and placed them on the council, and we have had them come work right in the schools, along with the children.

We have trained them to work with teachers and institutions, that we send them to in the summer, so the teacher, and the aide can learn to know each other, that the aide is no threat to the teachers, that she is there to help them.

This we have instituted. We have shown the parents they should be interested in education, in the education of their children.

The programs that we put into this 13 school complex, the money was brought in there for obtaining educational supplies.

We have put in educational development laboratories. We have put in pupil support of service. This is something you do not hear about.

They have a social worker there. They have a psychiatrist, they have two pupils, two guidance counselors, and a couple of community counselors to deal with the problems the mother might be having with the child, and that is washing over into the classroom.

This alleviates the teacher of a problem. The educational development laboratories were put in. Look at how the children have thrived on this.

The typewriting classes, we got for students who are potential dropouts.

We have not done enough in special education, but to teach these children how to type, at least they have something to do if they do drop out, they will know the typing, and this has turned out to be a tremendous situation.

We have the language laboratories.

What I am trying to say, Mr. Chairman, is that this vast school system, and we have a tremendous superintendent, we have a tremendous school superintendent, although I do sometimes have problems with the school committee, we do not sometimes see eye-to-eye with some of the things we might want to do in the community, we do sit down and negotiate, and we do get some of the things done, and we have shown that this can be done.

There is no sense in hollering and screaming and making threats.

This does not help the situation. The only ones that suffer, and I hear talk about $21 million being held from the school system.

Who suffers in this being held back? It is not the two or three or four people that are bantering back and forth and who are politically motivated. The children suffer.

Everytime you turn around, Mr. Chairman, when you are talking in terms of Federal or State money, and this one says it should go in, and that one says if you do not balance the schools, if you do not integrate the schools, you will not get it, so the only ones who suffer are the children, both black and white.

I do not think this is right either.

I mean, I do not like to get into this rhetoric of who is at fault.

All I am thinking about is in terms of the children, Mr. Chairman, and you must remember, I raised 25 foster children besides four of my own, and I am raising seven more, so I am interested in children.

I was born and raised in Boston. I went through this Boston school system.

Mr. Griffith came through the Boston school system. It did not harm us. It gave us a good education, or I would not be able to sit before you as a project director and talk to you about what the children need.

I heard mention of a general aid bill.

A general aid bill would help this superintendent, it could spread this money citywide, but when you start putting in categories, saying it should go here, and it should go there, then you tie his hands, and a program like the King Timility Advisory Council can go out of existence on account of the austerity program the mayor has put in, and we are losing many community aides.

Twenty-one of the aides are going to Boston State College to study to be teachers.

What am I going to say to these people, that they are not going to be hired next year, that they cannot continue their program, that they cannot continue their education?

They are in there to help children.

Mr. Pucinski. There has been in the last few years a tremendously heavy emphasis of the whole question of integration, and it has divided communities, it has developed hostilities among citizens, it has had all sorts of effects.

Do you think that perhaps we have placed too much emphasis on that aspect of the problem at the expense of developing a good system, such as you speak, for all of the children?

Has there been too much emphasis on one aspect of the problem at the expense of other aspects of the problem, or do you think that we can move effectively in both directions to establish some sort of racial balance in the schools and still establish a good educational system for all the youngsters in that school system?

Mr. Griffith. My feeling is simply this, in comparing the two bills, to the best of my ability, obviously, what will come out of all of this will be sort of a compromise bill, and I think there should be a double focus in this bill, but certainly one of the priorities, it ought to be quality education, no question about that, but the other focus ought to be integrated education, because my primary concern is for the stability of this Nation, and if I am thinking in terms of living to a ripe old age, and my children are going to grow up in this Nation, and I see what is going on today in the streets throughout our Nation, the things we see in Boston, the widening gap between races, then I am saying that this is certainly a fundamental part of education, if education is designed to develop the kinds of learning skills and techniques in all that we develop, rational thinking people, how can we separate these youngsters and then expect them to function later on?

I am saying this, that in listening to the discussion relative to the Trotter School, I perhaps would have been much more favorably inclined, had the Trotter School been located in a 100-percent black area, because you really did not have an opportunity to compare.

If the school had been located in an area in which was possibly 60–40, then you could talk about how many white youngsters were retained, the white young, but the white youngsters were brought in and taken out, but the area was already black, so they are really, there is really no validity to that kind of reasoning relative to measurement, but I really feel there are things the Federal Government certainly can do to help us.

I think this system needs a tremendous amount of assistance, relative to the thinking of adults.

Mr. PUCINSKI. That is the direction I have been trying to move on this legislation, so to have a good strong effective meaningful general aid bill, and then put some additional compensation for school districts that are making a legitimate effort at integrating their system, also provide additional funds for school districts for a very heavy concentration of disadvantaged children.

Obviously, the education needs there are greater, in terms of activities.

The thing that disturbs me about the Senate bill, the thing that disturbs me about the administration's position, is that it only deals with the small parts, only a part of the overall problem of education, and indeed, if in Boston and in Massachusetts, if it wants to develop a comprehensive integration plan, and move in the direction of trying to break down racial isolation, as you have suggested, we ought to give them the additional money they need to try to achieve that goal, but as was pointed out by Mr. Ohrenberger, this is not going to happen overnight, and what about the thousands of children attending the Timilty Schools that Mr. Selden represents here, now, for these youngsters, time is running onward.

If we could just stop the clock for a year or two, restructure the whole program, and then start all over again, maybe that is the way to do it, but we cannot stop the clock, and our children are moving through that school system every day, and I agree with you, Mr. Griffith, we ought to be moving in two directions at the same time.

It seems to me that the legislation before us moves only in one direction, and does very little to deal with the basic problem of education.

Mr. GRIFFITH. The thing that bothers me with the House version is the area of permissiveness.

Mr. PUCINSKI. When you speak of the House version, you are speaking of the House desegregation bill, or the general aid bill, which bill do you have in mind?

We have a number of bills before us.

Mr. GRIFFITH. I guess 1557.

Mr. PUCINSKI. That is the one we passed last year.

Excuse me. That is the Senate bill.

Mr. GRIFFITH. Then I want the House bill.

Mr. PUCINSKI. You are speaking now of the House desegregation bill?

Mr. GRIFFITH. Yes, I have it here. 2266.

I feel this way, that the House bill allows for a person to make the determination of whether he will or he will not.

Now, I believe in permissiveness, but I think history has drawn out the fact that if we people are permitted to make all of the decisions, that perhaps we in the end will not accomplish the goals that we set.

Mr. PUCINSKI. Let me give you the fundamental difference between the two bills, if I may.

The House bill provides Federal assistance to school districts undergoing integration, either under a court order or under HEW, or just through a Justice Department order, or voluntarily.

Evanston, Ill., went into a huge integration program voluntarily.

White Plains, N.Y., went voluntarily. Berkeley, Calif., went voluntarily, and so the House bill would provide Federal aid to those school districts undergoing integration, under either one of these three mandates, or a combination of the three.

Now, if they opt out to go into an integrated school system, under any one of those three categories, including a court order, they would qualify for help under the House bill.

The Senate bill, says that before you can qualify, you must adopt a comprehensive plan, and you must go to integration, and while the difference is slight, it is fundamental.

One is, as you quite properly say, permissive, or in the case of a court order, mandatory.

The Senate bill is mandatory across the board. No school district, for instance, Boston could get no help, unless all of your schools had one-third minority population.

As Mr. Hamilton testified here, at this point in time, he does not see how that can be done, and I do not know whether it can or cannot be done.

Mrs. OVERSHOWN. I do not see why we should be permissive about this. I feel we want the money. I did not send my children in buses to school. They went to neighborhood schools, but if this is what parents want, this is up to the parents, and I do not feel that we should sit by, and then be permissive and let this money go by.

I think children should be treated as equals, and they will get along.

I think it is the adults that really do the interfering, with all of this integration.

I really do.

Mr. PUCINSKI. Well, then, as I understand correctly, Mrs. Overshown, is it your position that the school board ought to be given this money to work out the problem, as best they can, or do you feel that the Senate, as a Senate bill, provides, these are the criteria you must meet, before you qualify for the funds?

Mrs. OVERSHOWN. Well, I feel that the school board, you know they need the money to help the schools, with all of the disruptions, those that we had this winter through the schools, it was really terrible, it was terrifying for so many of the children, and we need money for aides, and I think in all good faith, if the school board, I know they are willing to do what they can, and I know there could be some plan worked out, so they could get this money for the schools and integration, I mean, it is so much emphasis put on integration, and I think that there could be something worked out.

Mrs. Hicks. I would just like to make this comment, that Mrs. Overshown, was the elected official which all of the parents of the home and school association chose to be president of that association, and this was when I served on the city council, and she was the champion for getting things done for the home and school association.

Mrs. Overshown has done a tremendous job for all of the children in our system, and I would also like to commend you too, Mr. Selden, for the work you have done in the King Timilty Advisory Council. I think it is a step forward.

I think it is only by having the parent participation, and involvement, that we are going to start to solve the problems, and by your coming here today, Mr. Griffith, Mrs. Overshown, and Mr. Selden, you are helping the committee to try and bring forth regulations that we can live with, that we can have funding in the best interest of the children, and to give quality-integrated education to all of the children.

I think that is the purpose of our being here, and I think it is the purpose of our giving testimony today, and I thank you.

Mr. Pucinski. I can appreciate Mrs. Hicks tribute to you.

Mrs. Overshown. I wish I could do much more.

Mr. Pucinski. Let me understand correctly what your feelings are.

The testimony before the committee is quite persuasive that the school systems are in serious trouble. We are trying to find a formula that will be most effective.

Now, as you know, the bill passed by the Senate deals with only the problem of integration and in order to qualify for aid under that bill, obviously, you would have to go into some busing, and there is some question of how substantial, whether it would have to be massive busing, or whether it had to be some busing, but nevertheless, there would have to be busing, and I am just wondering, how do the parents of the 13 schools that you represent, Mr. Selden, how do these people view this problem, are they more deeply concerned about having good quality education in a neighborhood school, even though it is a segregated school, or are they more interested in spreading it out, and getting the youngsters bused to other schools?

What is the general attitude of people in your community on this subject?

Mr. Selden. I have had children in all of these schools, and I believe in integration of schools, but I also believe in good quality education in the neighborhood school.

Just looking from a mother's standpoint, a mother has to get a child out in the morning, and if he is to be bused, that child has to be put up at 6 o'clock in the morning, or 5:30.

She has to prepare him to go to the bus, to go to a certain school, where across the street now, there is a school, with quality education, and all she has to do is let little Johnny and Mary out the door, and he walks across the street, and he will get just as good an education in that school, as he would get going out in West Roxbury.

In fact, I believe in neighborhood schools. I might get my head chopped off by some people for saying this, but I am a fighter for neighborhood schools, and this is why I am involved in these 13 schools.

I am pretty proud of this 13-school complex, and I know all of the parents involved in it are proud of it.

We have taken the 13-school complex in a black neighborhood and made it something to be proud of, and I will match our two junior high schools up against any two junior high schools in the State.

Mr. PUCINSKI. I must say that I tend to view with great sympathy what you are saying.

It seems to me, like sometimes, there is a kind of a crudeness about this whole dialog. There are those who would have you believe that just because children are all black, that they are incapable of achieving high cultured standards, and I think that is very cruel and an unfair accusation.

I know that my youngster attended a school in Washington which was about 80 percent, 85-percent black. He was one of three white children in a class of 27 black children, and these black children made outstanding progress, and the whole school was really above national norms, but that school was an experimental school with quality education, and the fact is that the majority of the children in that school are from public housing projects, with low-income families, broken homes, all of the social problems we normally attach and associate with disadvantaged people, and the fact that these little black children were given a good basic education at this school, 97 percent of the children in that school were really above national averages at all grade levels, and it does seem to me, Mr. Selden, that perhaps there has been this great emphasis, and perhaps properly so, but I think in the wake of this huge dialog, there has been a tendency to write the all-black school off, kind of forget about it, and say these kids will just have to suffer through, until we find a better system, and this is the thing that concerns me, and I think you have made that point very well, Mr. Griffith.

Mr. GRIFFITH. Mr. Pucinski, I think in all fairness of the situation, I just feel very strongly that to a very large and great degree, that is true, that all-black schools do not measure up to schools which are predominantly white, that there is a vast difference in the education offered in an all-black school in this city and an all-white school in this city.

Mr. PUCINSKI. It is true all over America.

Mr. GRIFFITH. What I am saying is if we are going to address ourselves to the problem, and we cannot divide the problem, if as I hear it, let us bring in the funds, and in a sense we have had this for a decade, with the kinds of supplementary assistance, all of this coming into the schools, and it has given to the schools supplemental kinds of things which they would not have had, which the school system itself would not have the funds to do it, and this has not been proven to be very satisfactory educationally speaking.

We have found from the standpoint of reading scores, achievement levels, too many of our black children in black schools throughout this land, that too much of this money has gone down the drain.

Mr. PUCINSKI. It was tossed down the drain on bad programs.

Mr. GRIFFITH. Well, I think it is just the idea of being able to buy new programs for black children that will give the kinds of intangibles like motivation, the will to achieve, a sense of belonging, you cannot buy that, and I am saying that there is something here, there is something intangible relative to relationships between people.

Mr. Pucinski. Mr. Griffith, on that point if we had three schools, a school which is all black, a school which is integrated 50–50, and a school that is all white, all three of these schools have a superior system of education.

Would there be any appreciable difference in the learning pattern of the children in those three schools, if they all have a superior educational program, in your judgment?

Mr. Griffith. It would be dependent upon the attitudes of the faculty.

Mr. Pucinski. Let's assume that the attitudes of the faculty, the curriculum, everything else——

What I am trying to find out, here is a bill before this committee that provides $1 billion of Federal assistance to schools that are integrated, but we cannot get any money to help the schools and for all sorts of reasons cannot integrate, and they are either segregated all black, or whatever the problem is, and I am trying to find out in my own mind, like from people as yourself, or experts in the field, whether or not a student body, in an all black school, which is segregated black, for whatever the reasons may be, if that school were given the same economic assistance as the integrated school, could all of the black children in that black school progress academically as well as if they were in an integrated school?

That is the question I am trying to find out, and I was wondering, if you would care to speculate on the answer to that question?

Mr. Griffith. I think there is an intangible there that you cannot measure by dollars and cents.

I think this is the point.

Mr. Pucinski. We just take for granted that if we pour the $1 billion into integrated schools, all of the kids will do better, but we are unwilling to say if we pour that same billion dollars into segregated disadvantaged schools, that these children would do better also, whether they are in an integrated school or a segregated school.

I do not know the answer. I am looking for the answer.

Mr. Griffith. Mr. Chairman, when a person leaves school at the end of his public school career, and moves on to higher education, or whether he becomes a tradesman, or whatever he or she may do, I feel that is step No. 2.

I am thinking in terms of this Nation, how do we measure up as people, how do we learn to live with one another, and this comes, I think, as a necessity, developed at a very early age.

Mr. Pucinski. And in an integrated school, it would help?

Mr. Griffith. If that is the way it has to be done.

Mr. Pucinski. I presume that is the only way it can be done.

Mr. Griffith. I am certain you are well aware of the fact, and I know Mrs. Hicks is well aware of the fact, that the problem of housing is really basically the problem.

The mobility pattern in Boston is not caused by the schools.

The fact that Roxbury has moved up to Dorchester would have happened anyway.

Mr. PUCINSKI. I wonder, as a matter of fact, we do not have any figures, and if you do, I would like to see them, but I have often wondered if whether or not the whole exercise of busing young children from a substandard community, into a higher standard community for 5 hours out of the day, and bringing them back to their own environment for the rest of the day and weekend, and summer vacation, whether that does not in itself sometimes tend to accelerate hostility and antagonisms.

I am not sure. I do not have the answer. I have not seen any social studies on it, but I was wondering if you would have some estimates.

Mr. GRIFFITH. My reply I guess would be in a different direction.

Why do we always have to talk about busing?

Now, I know in my district alone, I have two schools within three blocks of each other, and one school was 99 percent black, and the other school is 75 to 80 percent white.

There is no busing involved there.

Mr. PUCINSKI. You say they are within walking distance of each other?

Mr. GRIFFITH. That is right.

Mr. PUCINSKI. Why are not these schools more clearly integrated?

Mr. GRIFFITH. Obviously because of the housing patterns in the various areas.

That is all I can think of. If the youngsters who live around this particular school attend this school, I think there is more we can do with pairing of schools, which would probably not involve busing.

I honestly feel this. I know busing is an emotional issue all over the country.

Mr. PUCINSKI. Mr. Sullivan suggested that his district lines could be redrawn in Boston to achieve a good deal more balance in integration, and, of course, Mr. Hamilton said this was not so.

Now, I do not want to put you in the middle, but do you have an opinion?

Mr. GRIFFITH. Well, I can understand the statements of both, because of the things that have happened.

We cannot talk about the past, but perhaps we should have been talking about the redrawing of district lines in Boston a decade ago.

I think you understand what I mean, the situation from that standpoint, of people living, one next to the other, but I think the way that Boston is going now, certainly I can well understand the statement of Mr. Hambelton.

Mr. PUCINSKI. I get the impression that your testimony, all three of the witnesses, if you had a choice, you would like to see us move in a number of directions at the same time, in terms of providing some operating assistance for those schools that are now operating, some additional assistance for those schools integrating, some additional assistance for those schools with a high concentration of disadvantaged, and various other programs talked about here.

Is it fair for me to conclude that you are not as enthusiastic about the narrow conditions of one bill as you would be for a bill that gives aid across the board?

Mr. GRIFFITH. That is my thinking.

Mr. PUCINSKI. Mrs. Overshown?

Mrs. Overshown. Mr. Chairman, I feel very sad about the way we have to discuss black schools and white schools.

I have had six children in the Boston public schools, and I have never had one in a black school or an all-white school.

They went together as children, and I feel that in this way they grow up better human beings, rather than being segregated.

To me this is going backwards when you are really segregating, and this is not my idea of raising children or bringing up children.

Mr. Pucinski. Did your children attend integrated schools?

Mrs. Overshown. Yes; they did.

Mr. Pucinski. In a neighborhood school?

Mrs. Overshown. Yes; in the neighborhood.

I did not have to send them out to another neighborhood.

If they wanted to go, like my youngest, if he had wanted to go, he had been approached, but he did not want to go a far distance, but there are plenty of people who decide to send their children on buses, and they are very happy about it, so I think this should be an individual thing with you, if you want to bus your children, bus them, but I think it is sad that we have to discuss this in a city like Boston, in the north, about black schools and white schools.

It seems like we are not going ahead. We are going backward.

Mr. Pucinski. I think you are probably right.

Well, you have been very kind, and extremely helpful to us in giving us a deeper insight into this problem, and you can see from this morning's session, that it is not an easy solution.

We are dealing here with a problem that has so many facets to it, and I can assure you that there is a honest and sincere desire on the part of the Congress to do something meaningful, but we do want to make sure when we do pass a bill, it is going to be helpful to you.

I have learned one thing in these travels around the country, that we pass bills in Washington, we get down to the local communities, and we talk to a gentleman like Mr. Griffith, and he sees where this money is going, and he says, you people are passing all of these bills in Washington, but we never see this help, because by the time it gets down to you, it is so watered down in rules and regulations, and allocations and criteria, that you really do not see it.

I personally feel that maybe the way to go is to take a hard look at the President's revenue-sharing proposal, and make it a very meaningful Federal aid program to the local districts, where they can then take a look at their school systems.

This is where the need is, and this is where to spend it.

If they want to spend it on integration, let them. If they want to spend it on busing, let them.

If they want to spend it on remedial reading, let them.

What is your thinking on that?

Mr. Selden. I listened to the testimony this morning, and it seems as though there is a little rhetoric going on, and all I can think of is that the children are suffering, and the idea that you have the money going directly to the cities, then I know that it will not go around through Robin Hood's barn, as they say.

It will be coming direct where we can deal with it, but we will have to watch which direction they spend it in.

Mr. Pucinski. Thank you very much.

The committee will resume at 2 o'clock in room 2003.

(Whereupon the hearing was recessed at 12:30 p.m.)

AFTERNOON SESSION

Mr. Pucinski. The meeting will come to order.

We are resuming our deliberations from this morning on the number of bills pending before our committee, and pursuing our oversight responsibilities as a committee, and we will have as our first panel of witnesses this afternoon, we will hear a group of distinguished vocational educators who will give us a bird's eye view of how the 1968 amendments are working out, some of the recommendations.

I am very pleased we have with us Mr. Cola Watson, director of vocational-technical education of Vermont, Mr. Gerald Knox, who is here representing Dr. Charles Buzzell, associate commissioner, Bureau of Vocational Education of Massachusetts.

Dr. Peter Bowen, acting associate commissioner for vocational education of Rhode Island.

Mr. Neal Andrew, chief, division of vocational-technical education of New Hampshire.

Mr. Joseph Murphy, associate commissioner of the division of vocational education of Connecticut.

And Mr. Jeffrey Keating, director, vocational education of the Boston Public Schools, and for Maine, Mr. Elwood Padham, director bureau of vocational education.

Mr. Padham has brought a series of slides to illustrate the physical changes that have occurred in his jurisdiction since the Vocational Act was passed.

I thought we would save Mr. Padham for the last spokesman for the panel, since it will mean that the committee will have to move around a little to see the slides, so if it is agreeable to the gentlemen we will start with Mr. Jeffrey Keating, director of vocational education of the Boston public schools, inasmuch as we are in the host city of Boston.

Mr. Keating, proceed in any manner you wish.

STATEMENT OF JEFFREY KEATING, DIRECTOR, VOCATIONAL EDUCATION, BOSTON PUBLIC SCHOOLS

Mr. Chairman, members of the committee, occupational education in the Boston public schools is operating in old buildings; some of our buildings are more than 60 years old. Our equipment needs updating; we need building renovations; and we need more sophistication.

To meet our needs we are planning a new occupational resource center.

This center will emphasize vocational-occupational and technical education for both sexes at secondary and postsecondary levels; the first of its kind in the Nation.

We will provide 60 to 80 percent of our high school population with a salable skill—this in addition to their academics.

It will be nonresidential, drawing all of its students part time from all other high schools citywide.

The ORC will replace our existing boys and girls trade schools which both have grown old and have become outdated.

The plans for the ORC have been received with enthusiasm by Dr. Charles Buzzell, associate commissioner, occupational education, Massachusetts, who feels that this school could become a model for the whole country.

Boston will need money to build this kind of school, approximately $30 million.

In advance of construction Boston will need funds to lay the groundwork for this school in providing a new and fresh approach to accupational education.

Funds will be needed to assist us in:

1. Planning;
2. Development of new curriculum;
3. Teacher training;
4. And career oriented guidance programs.

More Federal funds must be made available to help Boston build this kind of facility.

In the meantime, awaiting the new facility, we are sponsoring proposals for our existing high schools; getting in tune with the demand for more career education which has been emphasized by Sidney Marland, U.S. Commissioner of Education.

Next September we will start new courses for disadvantaged in one high school in electronics, graphic arts, and furniture refinishing. We are starting courses for health service assistants in possibly four different schools.

We are establishing an evening program for licensed practical nurses, a first of its kind in Massachusetts, to upgrade underemployed people in our hospitals.

Many more new and innovative programs could be established in Boston if more funds could be made available.

Mr. Chairman, we are operating in very old buildings, and to build the new school we will need money, approximately $30 million.

Now, in advance of the construction of this school, we will need funds to lay the groundwork for this school in providing a new and fresh approach to occupational education, and we will need funds to help us in the planning, in developing the kinds of curriculum that will make this school good, and to go into teacher training, and also to develop a good career guidance program, to help out all of the school kids in our city, and to put it bluntly, more Federal funds must be made available to help us to build this kind of a facility.

Now, to get back to the question the chairman raised about what has been done since 1968, we are sponsoring proposals and we are trying to get more funds.

We have submitted a proposal to the State for which we are getting some Federal funds now, and we are setting up courses in one of our high schools for electronics, graphic arts, furniture refinishing, and this will serve people in one of our disadvantaged areas.

We are also starting courses in approximately four different schools.

We are establishing an evening program, the first of its kind in Massachusetts, to operate underemployed people in our hospitals.

Now, many more new and inventive programs could be established in Boston, if more funds could be made available to us, so essentially, what I am appealing for is more Federal funds to be directed into Boston to help us solve our occupational problems.

Mr. PUCINSKI. Thank you very much, Mr. Keating.

I wonder if you could tell us what percentage of the public school children in Boston are now attending some form of vocational education?

Mr. KEATING We run about 10 or 12 percent, which is about the same as statewide, and for which we were condemned, the whole State was condemned in the Harrington report, in the Harrington study in which they said we were only training about 10 or 12 percent, and that is just about what Boston is doing now.

Mr. PUCINSKI. Why is that figure so low?

Mr. KEATING. We have been restricted by a building problem.

We have a cooperative program that we situated in seven different schools, so it is geared to the physical size of the buildings.

We have not been able to expand any of those programs through the years due to the fact we lack funds.

None of our district schools have been expanded. There has been no additions built into them, and so for that reason, we have been restricted, I would say, by our physical limitations.

Mr. PUCINSKI. But I am just wondering, at what point are we going to start using money other than vocational money?

One of the problems I have is persuading educators that we are not limited to using only vocational money for vocational education.

Vocational money is the stock money, the Federal funds that we provide for vocational education, and this is only really stock money, but in an industrial community like this, like Boston, it would seem to me that we ought to have more than a 10- or 12-percent student enrollment.

I am looking for the day when you will have a hundred percent career-oriented educational system, where every youngster will graduate with a marketable skill, and I am wondering what could we aim to do to get educators to use some of their present funds for broadening horizons in vocational education.

Mr. KEATING. Well, plans are laid now for this new occupational resource center. This will cost about $30 million, and this is a move in that direction, taken by our whole city of Boston, to gather we hope maybe 60 or 70 percent of our high school population, and to give them the idea that we now have a resource center for their use.

It will not be a residential-type school. Kids will feed in from other schools, which means you can take one set of classrooms, and use it as many as twice, three, four times, or as many as nine times, moving children in and out, taking spot exploratory courses, or take a longer specific type of occupation for the high-grade skills, but we feel if we can get this school, that it will help solve our occupational education problem in the city of Boston.

Mrs. HICKS. Mr. Keating, in the schools in Boston, do the high schools still have, like in each high school, a very specific vocational educational program?

Mr. KEATING. Yes. As I said, we have eight different high schools, and in each one we have one particular occupation, which operates on a cooperative basis.

I must say that over the years we have been running since 1913, but they have been very successful programs.

The boys work over the week, and they earn money, and I know it helps keep these kids in school, and we have a big demand to get into these programs from these boys.

Mrs. HICKS. Do you figure these students in these classes as part of your 10 to 12 percent?

Mr. KEATING. Yes; we do. We have about 1,200 pupils involved in the training programs.

Our boys trade program has about 700, our girls trade program about 300. Our vocational technical institute has about a hundred roughly.

One more point, I would like to emphasize, we were talking about integration in the morning session.

This school that we are going to set up is going to force pupils to move from all sections of the city into this school.

It will not become a residential- or a neighborhood-type school, so by the very virtue of its makeup, its philosophy, kids will come from all sides of the city at the high school levels into the school, so we feel it is going to help out this integration problem.

Mr. PUCINSKI. You are probably right.

Mrs. HICKS. Will you keep the existing programs operating?

Mr. KEATING. Yes; we will keep the existing programs going, because they have been successful since 1913, and we are only going to close the two schools, and we will put the postsecondary schools in with this.

Mr. PUCINSKI. Very good. Now, don't go away, Mr. Keating. We will want to ask other questions as we move through the panel.

What I thought we would do, we would have each on the panel make a brief statement, and then we could have a discussion on what needs to be done in improving existing legislation.

STATEMENT OF COLA WATSON, DIRECTOR, DIVISION OF VOCATIONAL-TECHNICAL EDUCATION, VERMONT

Mr. PUCINSKI. Mr. Cola Watson, you may proceed with your statement.

Mr. COLA WATSON. Mr. Chairman and members of the Education Subcommittee:

I am Cola Watson, State director of vocational-technical education in Vermont.

I appreciate this opportunity to appear before your subcommittee to inform you of developments in occupational education in my State which have resulted from passage of the Vocational Education Act of 1963, particularly as amended in 1968.

Vocational education in this Nation historically has been an outstanding demonstration of a true Federal, State, and local partnership in education.

The Federal acts have identified and established national goals and priorities in occupational education while the State and local educational agencies have considerably overmatched each Federal dollar in developing and implementing programs to achieve these goals.

Thus Federal appropriations for vocational education, rather than supplying major financial support for program development, have motivated and stimulated State and local educational agencies to provide a strong financial commitment to improved programs of occupational education.

This is well illustrated by the provision of the Vocational Education Acts of 1963 which for the first time allowed the use of Federal funds for construction and initial equipping of area vocational facilities.

Prior to this time in my State, the development of vocational facilities was entirely dependent upon the initiative of local educational districts.

Programs were established according to local interests and ability to finance facilities. Consequently, some communities in the State were able to provide reasonably comprehensive vocational education offerings to their residents while in many other communities no vocational education opportunities were available.

With the motivation provided by the availability of Federal vocational funds for this purpose a plan was developed to establish a statewide system of area vocational centers so located that any individual in the State would be no more than 15 miles distant from such a center.

The area vocational programs were established as components of comprehensive high schools so that the total education needs of all enrollees may be effectively met. Facilities were planned to be adequate to provide a wide variety of occupational education programs for secondary, postsecondary, and adult enrollees.

With the allocation of $1,175,000 of Federal funds to initiate construction of these area vocational facilities the State of Vermont, since 1965, has appropriated and allocated over $20 million to complete the 15 area vocational centers needed to establish the statewide system.

Twelve of the centers will have been completed and have programs operational by September 1971.

One more will be operational by September 1972, another in September 1973 and the remaining one will be completed soon thereafter.

In addition to providing funds to construct the area vocational centers the State is annually providing funds to pay one-half of the tuition and transportation costs for students from surrounding schools to enroll in area vocational education programs.

This amounts to about $350,000 annually. Thus, Federal vocational education legislation initiated a course of action resulting in a complete change in the delivery system of vocational education in the State.

In a short period of time it has brought comprehensive vocational education offerings close to any person in the State contrasted to former conditions where less comprehensive programs were available only in selected locations.

All of this has been accomplished with a minimum of Federal investment.

The Vocational Education Amendments of 1968 have resulted in some significant changes and developments in vocational education in the State. Implementation of many of the new features included in the 1968 amendments was made very difficult because of the exceptionally late appropriation of Federal funds in fiscal year 1970. Many program plans were made but because of lack of assurance of funds program implementation was delayed at least a full year. Some local school district personnel with innovative ideas lost faith in the process and it has taken additional time to restore their confidence and gain active participation.

Even though the operational timespan is short, I consider the following programs, services, and activities specified by the Vocational Education Amendments of 1968 to be making a constructive impact on vocational education in Vermont:

1. Program planning

Systematic and comprehensive program planning as called for by the act necessitates the collection, analysis, correlation, and evaluation of pertinent information from many sources. The setting of program priorities in relation to needs and resources must result in increased effectiveness and efficiency. Every local school district offering vocational education, as well as the State department of education, has annually developed a comprehensive plan for vocational education. Many advisory personnel, as well as the general public, have been given opportunity to assist in developing the plans and to react to them.

It is recognized that planning is a continuous process and that one is always seeking more complete and accurate data upon which to base program decisions.

Mandatory annual planning accentuates this need.

2. Programs for the disadvantaged

It is evident that vocational education within the school systems of Vermont has for years been serving many students who have been educationally and socioeconomically disadvantaged.

However, it is only since passage of the 1968 amendments that emphasis has been placed on identifying the magnitude of the need and designing special programs or program features to meet the needs of these individuals.

It has been determined that 19.7 percent of the disadvantaged, aged 14–17, are enrolled in vocational education.

A large portion of that number lives in the identified economically depressed areas of the State and are in need of special services in order to benefit from vocational education.

Special types of programs which have been developed to meet the needs of the disadvantaged are:

(*a*) Vocational education programs, with cooperative vocational education features, for students at the Weeks School at Vergennes. This is a school for juvenile delinquents.

(*b*) Montpelier educational facility. This is an alternative school (storefront) cosponsored by the Montpelier school system to meet the needs of dropouts and identified potential dropouts. The facility provides occupational counseling, arranges for cooperative work experience and provides related instruction.

(*c*) The Harbor plan at Bellows Falls. This is an alternative education program sponsored by the public school system. The vocational education component of the program is similar to that of the Montpelier education facility.

(*d*) Occupational work experience programs at Barre, Hyde Park, and Brandon. These programs are designed for individuals who are at least 1 year below grade level and from 2 to 4 years below reading level. Instruction is given in an integrated self-contained classroom setting with emphasis on individualized instruction, remediation, occupational evaluation, orientation and exploration (in school laboratories), and with cooperative work experience in the last year or two of the program.

(*e*) Education for construction trades. This program is operated by an area vocational center and a community action agency for out-of-school N.Y.C. trainees. Trainees receive counseling, related instruction, and work experience in building construction on the job.

(*f*) Remedial reading for auto mechanics students at Newport. This program is designed to assist individuals to raise their reading ability to a level necessary for job competence in this area. This section of the State has a high percentage of bilingual (French) population.

(*g*) Pilot adult programs for the disadvantaged. A portion of the funds available for adult vocational education this year was set aside to be used on a 100-percent basis for programs specifically designed to meet the needs of the socioeconomically disadvantaged. Programs were offered in consumer education, welding, auto mechanics and new car setup, and a concentrated training program on income tax reporting for agency representatives who assist low-income persons in this matter. The programs were considered successful enough in meeting their objectives so that funds will be set aside for similar purposes next year.

Most of the present special programs for the disadvantaged emphasize remediation.

It is expected that successful program techniques and features tested in these special programs will be incorporated into Part B State vocational education programs so that these programs can be more successful in initial preparation and thus reduce the need for remedial programs.

3. *Programs for the handicapped*

It is estimated that about 2 percent of the student population in Vermont is mentally handicapped.

Estimate of current number of handicapped in the State

Vocational rehabilitation:	
Eligible 14 to 17 year age group	1,445
Special education needs (secondary):	
Educable	705
Trainable	70
Deaf	48

Priority has been given to the development of facilities and programs for the educable mentally retarded, Level IV, as a part of the program at area vocational centers throughout the State.

These facilities consist of classrooms and occupational laboratories suitable to provide diagnosis and evaluation of occupational capabilities, basic skills training in a wide range of occupational areas, and related instruction.

These programs have been developed and are supported cooperatively by the Division of Special Educational and Pupil Personnel Services, the Division of Vocational-Technical Education and the area vocational centers. The facilities are also available to vocational rehabilitation clients.

These diversified occupations programs will be operational in 10 of the 15 area vocational centers by September 1971. Two programs have been developed in the State to provide occupational education for the trainables to prepare them for participation in sheltered workshops.

A cooperative program has been developed with the Vermont State Hospital to train work supervisors so they may provide more effective and functional on-the-job training for patients prior to release from the hospital.

The Brattleboro Area Vocational Center and the Austine School for the Deaf have been assisted in developing an occupational education program for the hearing handicapped.

Students receive occupational orientation and exploration and related instruction at the Austine School and enroll in appropriate occupational training courses on a half-day basis during their junior and senior years at the Brattleboro AVC.

These services are provided by a staff member of the Brattleboro AVC. Deaf students thus learn occupational skills in a hearing situation which more realistically prepares them for a job.

In many cases occupational training equipment has been modified so that it can be successfully operated by the physically handicapped.

4. Postsecondary occupational education programs

The only public institutions offering associate degree programs in occupational education in the State at the present are Vermont Technical College, the School of Allied Health Sciences at the University of Vermont, and the associate degree program in nursing at Castleton State College.

All of the Federal funds appropriated under the part B set-aside for postsecondary education are used in the 1-year postsecondary practical nurse education program.

The State is assisting two accredited schools of practical nurse education and starting next year will be assisting a third school.

The two schools enrolled 160 students last year and it is expected that the third school will enroll an additional 50 students next year.

A Vermont community college system was established by Executive order under an OEO grant to determine the feasibility of offering varied postsecondary programs in a portion of the State using existing educational facilities.

The system has no program funds but will attempt to solicit and coordinate funds from various sources to establish programs. It is too early to assess the success of this effort. There is a well-recognized need for a variety and a relatively large number of postsecondary programs in occupational education in the State.

There are 34,755 individuals in the 18–21 age group in the State. Only about 9,000 of these are enrolled in postsecondary programs of any kind. There is great need for Federal assistance for this level of occupational education and strong support is given to passage of H.R. 7429.

5. Research

Top priority in research has been given to the development and application of a comprehensive continuing system to obtain and analyze data on the employment patterns of students who have participated in vocational education and have graduated or otherwise left high school.

This data is needed for program and budget planning at local and State levels. A project has also been designed to develop and test the validity of a system for recruiting participants for vocational teacher education. A proposal has been submitted to the USOE for the development and evaluation of a statewide model career guidance system for the State of Vermont.

However, the project has not yet been funded.

6. Exemplary programs

Considerable attention has been given to the development of guidelines, project priorities, and evaluation plans for exemplary programs.

The types of programs which have been planned or operated include: Career development programs—occupational information, orientation, and exploration—for elementary and junior high school grades; short, intensive job training programs, such as, a capsule program to train hotel-motel aides, a summer building trades program, and a summer program to train child care aides; development of decks of aperture cards (Vermont VIEW Deck) of job information to be used for career guidance; programs for individualizing instruction using audio-tutorial techniques and office practice simulation.

It is anticipated that the results of many of these programs will have a significant impact on the State vocational education program when replicated.

7. Cooperative vocational education programs

The need for cooperation between business and industry and the schools in providing vocational education has been recognized for a long time.

One of the early cooperative vocational education programs in the Nation was the cooperative machine shop program developed by Springfield High School and the machine tool industry in Springfield, Vt., in 1913.

However, it has taken the impetus provided by part G of the 1968 amendments to bring about widespread development of cooperative vocational education in the State.

In the 2 years that funds have been available to operate these programs 20 new programs have been developed enrolling 259 students. A total of 235 employers are cooperating in the program.

It is expected that this program feature will rapidly spread throughout the State.

8. Distribution of part B funds

Until passage of the 1968 amendments local school districts had been reimbursed from Federal and State vocational funds on a uniform percentage basis throughout the State.

Presently, grant awards are made based on a formula which takes into account the ability of the locality to support vocational education, local tax effort, manpower needs and job opportunities, vocational education needs and excess costs incurred by the district.

This process has resulted in an apportionment of the available funds according to financial need.

State and local financial resources are being seriously strained to provide the needed development and maintenance of State vocational education programs (part B) and additional Federal funds are needed.

At present, State and local vocational funds overmatch Federal funds in Vermont at the rate of 2.81 to 1 for annual program operation. In the construction and initial equipping of area vocational facilities, State funds are overmatching Federal funds at the rate of 17 to 1.

This level of funding far exceeds the matching requirements of the 1968 amendments and thus indicates that the level of Federal funding is not keeping pace with the needs of vocational education in the State.

9. Consumer and homemaking education

Since the enactment of the 1968 amendments all school districts in the State which have requested financial assistance for homemaking programs have submitted local plans or proposals indicating inclusion of units or courses in consumer education.

There is continuing emphasis on consumer education in all secondary and adult programs. In those consumer and homemaking programs in the State which are financially assisted State and local funds overmatch Federal funds at the rate of 16 to 1.

Other programs are totally financed from local funds. There is need for a much higher level of Federal funding for these programs.

10. State advisory council

The Vermont State Advisory Council for Vocational-Technical Education as an agent independent from the Department of Education has been able to identify problems and to act as a catalyst in initiating the changes necessary to provide solutions to those problems.

An additional State staff member to formulate a career development program in the State has been appointed as recommended by the council.

Council members participated in redefining and upgrading this position as well as defining career guidance at the local level.

The council gave further impetus to redefining the status of the local area directors of vocational education.

This will result in more equal and better educational opportunities for the students.

As industrial and business leaders in the State, the council members have started to make school administrators and others conscious of vocational education as a part of each child's total education.

The progress achieved during the past year and one-half can be attributed to the independent status of the council. However, further progress could have been attained by financial independence. Much time and effort has been expended in learning proper procedures and justifying picayune expenditures.

Full funding as well as advanced funding is a necessity for economical and effective operation of the council.

11. Manpower training

The vocational education program in Vermont, as in other States, has the facilities, equipment, and trained personnel to provide effective and efficient manpower training programs. It is in the State and National interest to make the greatest use possible of these resources.

12. Regional cooperation in vocational education

Although not funded under the authorization of Public Law 90-576 there has been a significant increase in planning and development of program features in vocational education on a regional basis in order to take advantage of efficiency and effectiveness in the use of resources.

Such programs and activities as the following have been developed:

(*a*) Tristate vocational education project (Maine, New Hampshire, and Vermont), funded by the New England Regional Commission and administered by the New England School Development Council. Pilot schools to develop and test occupational information, orientation, and exploration programs in grades 7 through 10 have been established.

(*b*) Development and organization of the New England Regional Center for Occupational Education (NERCOE). Initially funded by the New England Regional Commission.

(*c*) Tristate curriculum project (Maine, New Hampshire, and Vermont). Funded by NERCOE. Emphasizes the development of a unitized curriculum and statement of behavioral objective for vocational programs to allow for more individualized instruction.

(*d*) Holding tristate (Maine, New Hampshire, and Vermont) meetings of State vocational education staffs to consider common concerns and to identify areas in which the States may cooperate in program planning and development.

13. Service by the U.S. Office of Education

The establishment of the region I office of USOE has significantly improved technical and professional services in vocational and technical education to the State of Vermont.

Although the office has never been adequately staffed, those on the staff have been knowledgeable of the State program and its needs, technically capable, and readily available to provide service to the State.

Continuation and expansion of this service is needed.

In conclusion I would like to focus on some concerns in vocational education which I think must be treated in Federal legislation.

Functional planning in vocational education requires the most accurate information available on needs and resources. As an aid to planning in occupational education Federal legislation should provide for:

1. Adequate funding to the Department of Labor to make comprehensive surveys of manpower needs and job opportunities, and to make short-range and long-range projections of these needs on a National, State and county basis.

To compile the data in such form that it can be used directly by educational agencies for the development of occupational education programs to meet the needs.

2. Advance appropriation of funds for vocational education.

3. Continuing authorization of appropriation of funds for those types of vocational education programs which must be maintained on a continuing basis to meet vocational education needs.

4. Funding of vocational education programs at a level which will, as nearly as possible, meet the matching conditions of the act.

5. A material increase in the funding level for post-secondary occupational education programs of less than the baccalaureate degree level.

6. Increased appropriations of funds for career guidance and career development programs at the elementary and junior high school levels.

7. Continued and increased funding for the work-study program.

8. Increased emphasis on vocational education personnel development programs.

Even though 2 years is too short a time to develop and effectively evaluate new program development and emphasis, it is evident that substantial progress has been made in the State to aline program development in accordance with the established national goals for occupational education.

The appropriation of Federal funds in the form of categorical program aid is effective in meeting national occupational education goals.

Your committee is, therefore, respectifully requested to recommend extension of the provisions of the Vocational Act of 1963, as amended in 1968 (Public Law 90–576), with the added feature of 1-year advance appropriation of funds, and with provision for continuing authorization for appropriation of funds for part B, part F, and part G programs, and part A, section 102(c)—Advisory Council.

I would like to speak a little more specifically to some of the achievements made under the vocational education amendments of 1968.

In the area of programs to meet the needs of the disadvantaged, I think we can say that vocational education for many years has been serving the disadvantaged; however, it has only been with the focus of attention made on this group through the vocational education amendments, that we have placed emphasis on identifying the magnitude of the problem, and have given more attention to the development of specific programs to meet needs of identified groups of individuals, who cannot benefit from the regular vocational programs.

I think that the amendments of 1968 have caused us to explore the possibilities and to develop programs more particularly with other agencies and other groups, which we might not have done otherwise.

We have developed programs, for example, in cooperation with our State institutions. We have a cooperative vocational educational program at the Weeks, which is a school for juvenile deliquents.

We have, in cooperation with school systems, developed programs with alternative schools to meet the needs of dropouts, and identified potential dropouts.

In these kinds of programs, students are provided occupational counseling, an opportunity for cooperative vocational education on an exploratory basis, and then as capabilities are identified, a school department skill training-type program, or are placed in a cooperative vocational education program.

We have established in three schools programs that are designed specifically for students who are at least 1 year below normal grade level, and from 2 to 4 years in low reading level, where the total instructional program is provided in a self-contained classroom setting. In these programs, occupational exploration is provided the students in various vocational areas, their abilities assessed, and then they are moved into cooperative vocational education to receive training and work experience.

We have established a cooperative program between one of our area vocational centers, and a community action agency to provide counseling, related instruction, and job training for neighborhood youth corps trainees; and we have set aside a portion of our part B allotment of Federal funds to be used for specific programs to meet the needs of disadvantaged adults.

Mr. PUCINSKI. If you will answer one question, and I notice, you have a very long list of specific projects that you have established, which I am very grateful to you for, but can you tell me what percentage of your young people in your school system are now taking vocational education courses?

Mr. WATSON. Well, approximately 18 percent at the present time.

Mr. PUCINSKI. What percentage were taking them in 1962?

Mr. WATSON. It would have been considerably less than that. I cannot give you a definite figure, but it may have been 10 percent.

Mr. PUCINSKI. The only thing I have noticed from your recitation here, that most of your vocational education programs are geared to young people of special needs. Do you have any vocational program for gifted youngsters?

Mr. WATSON. Yes; we do. We have given priority to providing occupational education exposure to those who are likely going to be college bound, particularly in such areas as electronics and technical drafting, which would complement their education or motivate the students to further education.

Mr. PUCINSKI. What has been the response of young people to that?

Mr. WATSON. Reasonably good. We are having increased numbers of students as we are able to better adjust vocational offerings to the needs of individuals, which is allowing students to take advantage of this type of program.

Mrs. HICKS. You spoke about that you had programs for the juvenile delinquent. Do you have a separate school for juvenile delinquents? How do you handle this?

Mr. WATSON. We do have a State school for juvenile delinquents, and it is in cooperation with this school that we have developed the cooperative vocational education program.

Much of the work experience is provided at the residential school, which has a campus and a variety of occupational opportunities; but we are also placing the students in the community, under the supervision of the school, for work experience.

Mr. PUCINSKI. I noticed you also are doing a good job in increasing your capability for handicapped children. Have you ever done that before?

Mr. WATSON. Not prior to the 1963 act on a statewide basis, particularly at the high school level. Most of the emphasis in the State educational program for the handicapped was at the lower grade levels.

We started, following passage of the 1963 act, development of area vocational centers which will provide programs for the mentally retarded, and this will constitute a statewide network of truly occupational training programs for the mentally retarded.

Mr. PUCINSKI. Now, you also have put a great stress on cooperative education on pages 9 and 10. How many students do you have in that program?

Mr. WATSON. It is 250 plus. It is in the prepared testimony.

Mr. PUCINSKI. 259?

Mr. WATSON. 259, I believe. I think it is of interest to you, that in the short timespan that these programs have been developed that we have solicited the cooperation of 235 employers in the program.

Mr. PUCINSKI. One thing I am very pleased to hear is that you are putting stress on homemaking, home economics.

I have said many, many times this is probably the toughest area and the greatest challenge for school administrators, because you have to train young women for dual role or breadwinner and homemaker at the same time.

We did a study of our committee to ascertain what it would cost you to purchase the services of the average housewife, if you were to go out and purchase them on the open market, using minimum wage, and no overtime, you might be interested in knowing we came to the figure of $15,430, so you can appreciate the importance of home economics in vocational education, and I am glad to see that you are giving this new emphasis.

We estimate by 1975, 50 percent of the American mothers will be working mothers, where they will be confronted with a job of breadwinner, and a homemaker at the same time, and she has to learn all sorts of new skills in homemaking that her mother never even dreamed about, and that $15,430 figure, that does not include whatever social graces she might provide her husband and the family.

Mrs. HICKS. Speaking on that home economics, does your course only include girls?

Mr. WATSON. No; we areenrolling many boys in consumer and homemaking educational programs.

Mrs. HICKS. I know that the Boston school system was entertaining such an idea, to have the girls enrolled at an early age, and of course, we have boys in baking classes, and that sort of thing, but we feel that the young men of today, that they are out maintaining apartments on their own, and possibly this sort of an education would be most helpful.

I am sure the girls would enjoy it.

Mr. PUCINSKI. You also talk about your regional office of the USOE.

Do you know offhand how many supergrades are in that office in vocational education in Vermont?

Mr. WATSON. I am not sure that I understand your question.

I am not familiar with the staffing levels, and so forth in the regional office, if that is your question.

Mr. PUCINSKI. In your statement on page 13, you point out the establishment of Regional I Office of USOE has significantly improved technical and professional services in vocational and technical education to the State of Vermont, and I was wondering, and this is one of the things we have been looking at very carefully, and I yield to no one in my enthusiasm, for Commissioner Marland's great dedication to career education, and I think he is going to make a very, very significant impact on the American educational system in taking that position, but I am going to see how many supergrades he creates in vocational education and USOE, because that is one way of measuring whether or not there is seriousness, or are we just talking about it.

Mr. WATSON. I think the point, Mr. Chairman, I was really attempting to make, is that bringing the service nearer to the need through establishment and service of the regional office, has been pertinent to the service received by the State of Vermont in program development.

Mr. PUCINSKI. One question, I presume you have covered that in your statement also, the sort of categorical set aside that we have given or written into the bill apparently is paying off.

I noticed you have a program for handicapped children that you probably never had before, so that is certainly indicative of our insisting that we ought to go that route.

Well, thank you very much. Don't go away, Mr. Watson.

STATEMENT OF GHERMOT KNOX REPRESENTING DR. CHARLES BUZZELL, ASSOCIATE COMMISSIONER, BUREAU OF VOCATIONAL EDUCATION, MASSACHUSETTS

Mr. PUCINSKI. We will now hear from Mr. Ghermot Knox, representing Dr. Charles Buzzell, from the Bureau of Vocational Education, State of Massachusetts.

Mr. KNOX. Let me just give you a brief overview of three areas, those in which we have common interests, I am sure.

Those are the areas of programs for the handicapped, the area of programs for the disadvantaged, and the area of postsecondary programs, and I will tell you very briefly where we are, and perhaps a couple of examples of these programs, and some of the problems and needs.

In the area of programs for handicapped people, we had practically none.

This was not our bag. We worked with normal students, not with handicapped students; however, in the last several years, we have established new programs. We now have over a thousand students in programs for the handicapped.

We are projecting another 200 students in the coming year. These programs have been developed in State institutions, they have been developed in vocational schools, and they have been developed outside the public center, what we call Red Feather agencies, community chest agencies, and organizations like this.

We have a State school for the moderately emotionally disturbed, and we have some exciting programs that have started there this year, with strong cooperation and technical assistance from the vocational school director.

These people are working together to help the young people in this program.

We have another exciting program for mentally retarded young people, coming from about 12 different communities, being trained in four or so occupational skills with a heavy co-op component.

They are doing it right, and this program is administered, interestingly enough, by nonexistent regional vocational schools.

It is a school in the planning stages, a regional school, but they are already administering a program for the mentally retarded.

We have two new regional vocational schools, which have special programs for the mentally retarded, and for the emotionally disturbed young people, and we think this is a real breakthrough.

I think that what we are seeing in Massachusetts is a new interest, a much greater interest in providing programs for special people.

We are seeing a new breed, if you will, of vocational school directors.

One young director told me, who is building a vocational school now, told me the other day when I asked him how many students he is going to accept, he said he was going to have programs and accept everyone that came to the door.

He is going to take all levels of ability and interest, and have programs for these young people.

We are seeing a greater interest in our communities, within our guidance, people in high schools, within administrators, and school committee people, even finance committee and assessors.

I have met with numbers of these men and women, and they are becoming increasingly interested in vocational education for all people.

We have a new section in our office, just special for special people.

It is called a special needs section, with a supervisor assigned to programs for disadvantaged, a new supervisor, who is an expert in the area of handicapped people, but we have some needs and problems that go along with these programs.

They are difficult programs. They take a lot of doing. They have great problems to operate, and they offer great rewards.

We have space problems. We have curriculum materials, packaging problems. We need to know what to do and how to do it.

We need teacher training programs, teachers who are skilled in both their skilled areas, and also in understanding the nature of the learnee, and we have another problem, which might be called the attitude of administrators.

I do not know how else to put it right now. We have programs for disadvantaged people, coming from the funds set aside, and also from the 102–B category.

We did very little in the area of setting up special programs for the disadvantaged.

We had economically disadvantaged people in our schools for generations, but we did not really have special programs for them with social workers and with remedial components, and with programs of various levels of ability.

We now can mark out often people in programs for disadvantaged, and we are projecting over 12,000 people for the coming year.

In the secondary level, in the adult level and post-secondary level, we have some very exciting programs.

We have one program operating within the correctional institutions of Massachusetts.

We have a project called the Holly project, operating within Boston, training cosmotologists in a special program.

This is a contracted program.

We have a program operated under contract with OIC on Dudley Street.

This is working with young people, mostly black people, with a great number of Spanish-speaking young people also, in English language component, training these young adults, evenings, to get better jobs, or to get to entry level for schools and for jobs.

We have a DE program, some new ones funded only this month, that will operate within shopping centers.

They will not be located at a school at all.

They will operate within shopping centers, for students disenchanted with the "establishment," if you will.

We have the Boston high school program that we heard explained by Mr. Keating, and it is certainly for the disadvantaged young people, but here again, we are finding the same growth of interest in serving the needs of these folks, who really were not served by vocational education, until quite recently.

The same needs, I think cut through in this; the needs for understanding, and there is a need on the part of administrators to understand that you can become a status kind of thing, and the need to increase the stature of your image by serving people who have special problems, just the same as serving students with IQ's of 120 upward.

I think this understanding is tremendous. I think we are discovering the usual programs, even the usual vocational programs, do not reach unusual people.

You have to have something that is different, and is made to reach the needs and interests of these young people.

Is it not enough to say, well, they are not good students; therefore, we cannot reach them.

We have to do something to reach them, and to serve their needs, even if not good students.

In the postsecondary area, our major in Massachusetts is in the community college sector.

In 1967, we had 5,100 occupational students within the community college programs of our State.

This fall, we had 8,500. We had an enormous increase in this.

I think one of the exciting programs is in the Springfield Technical Institute, which is an old armory. The dynamic director there, Mr. Garvey, who was given 27 days to start a school, and in 27 days he had 700 students, and he has gone from there. I called that school just last week, and they have 1,800 students this fall, and they have 26 occupations.

I visited the school, and it is a tremendous thing.

If Jeff Keating were to ask me what I think Boston would need, I would say we need another Springfield Technical Institute in Boston along with the resource center.

We have some problems with the community college postsecondary programs.

We have postsecondary programs within local communities, but so few of these, and they are within seven of our new regional schools.

Some of the problems here: The local taxpayer is becoming very shy, as you know, and the story is they will emphasize and put their money on the secondary level where they feel there is greater need, and the State will put a substantial contribution toward postsecondary education through the community college system.

We have a problem of what might be called orientation program needs, with postsecondary students.

This is a nice way of saying we have too many dropouts. So, briefly, we find in Massachusetts the needs for young people are very great.

I think it is fair to say we have made tremendous progress, particularly in new areas, and in very exciting areas, certainly with special people.

It is my strong impression from going back and forth across the State that there is a greater interest in vocational education than there has ever been, and we think more progress will be made.

Thank you.

Mr. Pucinski. I certainly hope, Mr. Knox, that you will thank Dr. Buzzell for this excellent report that he has prepared to supplement your testimony.

It is a warehouse of information on the whole subject of vocational education.

Mr. Knox. May I speak about that for just a second. This was started 5 days ago. We were looking toward an end of July date, so we contacted one of our new schools, that has been in operation only 2 years, and we called their commercial art department and said, "Can you help us." They did, and the print shop helped also. We actually had some disadvantaged program people work on some of the printing of this.

Mr. Pucinski. You can send these people to my shop any day.

Mr. Knox. It was a real fast job.

Mr. Pucinski. It is really a tremendously impressive job, not only from a production standpoint, but from the information contained, and surely, it illustrates things that you have said here, particularly in the area of postsecondary enrollment, and we see on the chart here, the enrollment in postsecondary vocational education, going from some 1,800 in 1965 to 14,000 plus in 1973, and I imagine that line will go right off the chart by 1975.

Mr. Knox. It is moving very rapidly.

Mr. Pucinski. There is an amazing interest in postsecondary vocational education.

I have said to many of my private colleagues in my area, and the regular colleges, that they are going ot get a real run for their money in competing for the students from postsecondary vocational education, so-called community colleges.

Mr. Knox. In Massachusetts, a little more than half of the community college enrollment is in vocational programs.

I feel this way, this looks nice to see this enrollment climbing, but I also feel that many of these young people would be served in the secondary level more if there were opportunities.

Mr. Pucinski. Well, that is true.

This is why I am hopeful that we are going to move into this secondary level with a greater degree of vigor.

I was impressed with your projections on needs. For instance, in agriculture, you have in 1972, 450 youngsters will be neded, but in going into a more urban kind of job opportunities, I notice that in distributive education, by 1972, you are going to have a demand for 13,600, but you only have apparently a supply of 3,300.

How do you account for this disparity, and what are you doing about it.

Mr. Knox. Some of your experience out at the university, in speaking to our DE people must have rubbed off. They are very dynamic missionary types these DE people. We got a slow start in DE. We had let's say 3 years ago, in the area of 30 some programs. We are pushing 70, 80 programs now, and we are adding between 15 and 20 each year.

We are also expanding these downward to grades nine and 10.

They used to be traditionally in grades 11 and 12. We have several community colleges going into this. The expansion rate is good. I think we will be catching up.

Mr. Pucinski. The reason I asked that question, is because of my enthusiasm for distributive education.

I am disappointed in the unemployment figures released today by the Labor Department, which indicates that unemployment is increased rather than decreased, 6.2 percent. We obviously we have our work cut out for us in distributive sciences.

Mr. Knox. I think historically, there is a reason for this lag, also in our State, as I believe in many States in New England, as they have emphasized and been very successful in trade and industry programs, and to get into these new programs, it takes a while to warm up.

Mr. Pucinski. The biggest challenge, and I have not seen these figures when I made my remarks about homemaking or home economics, but you have really got your work cut out for you when you see by your estimates here that by 1972, your demand of home economics, of trained people in that area, that it will be almost 16,000, and you have a supply of only a hundred, and by 1976, it will be 17,000, and you have a supply of only a thousand, and so it just seems to me that the home economics people have no time to lose in closing this gap.

Mr. Knox. There is a relationship here too. I do not know quite what it is, between home economics and the increasing interest in occupations that relate to girls and women. I am not quite sure how this will work out.

Mr. Pucinski. I think that is happening, as the economy grows, as we go to a 110 million labor market, in a $2 trillion economy, we look at the census profile for 1970, and see a 51 percent female population, and 49 percent male, and by 1980, it is safe to assume it will be 47 percent male, 53 percent female. You will have to open up job opportunities for women, and after that, the women's lib movements, and after that the Civil Rights Act, and after that all of the other forces that play into this, there is no question the most dramatic changes in the labor market are going to occur in job opportunities for women.

This will be at all levels, including the executive suite, and I think that your figures here show this.

I always get a kick, you know, when you have dinner with some big president of a big corporation, and invariably, the conversation shifts around to talking about our respective secretaries, and after the third scotch, it becomes a case of one-upmanship on who has got a better secretary, and you hear some president tell you what a great gal he has got, and how she really runs the shop, and makes all of the decisions, and without her the whole corporation would collapse, and you say, that is great, what do you make a year. Oh, $150,000 a year. What would she make a week? $150, so I think that gap will be closed too, and your figures seem to indicate that.

Mr. Knox. You mentioned the office occupations, and here again, I think we have a need that shows, the largest area of planning in Massachusetts and in this country is in the field of office occupations.

Mr. Pucinski. And you are geared up for it according to your statistics here.

Mr. Knox. Interestingly enough, the need keeps persisting.

I think what we are seeing, even though we have 62,000 young people enrolled in these programs in our high school, I sort of suspect that if these young women had other occupational choices, for example, in the health occupational field, they would not go into office occupations.

We are losing a lot of these people, they just do not go to work on the job.

Mr. Pucinski. That is because of the historical discrimination in job opportunities for women, but I think that is going out the window too.

I am not necessarily a great enthusiast of women's lib and what not, but I do believe they are making their point, and I believe the Civil Rights Act is helping, but perhaps the most significant single factor is that of demand.

You can pass all of the laws you want, but as we go into a $2 trillion economic cycle, the demand itself will eliminate many of these areas of racial and sexual discrimination that have plagued us much too long.

I think you are right. Women will be getting into the more sophisticated job slots, as the demand increases.

Well, I am so enthused, that I will ask that the entire report be published in our hearings, including the graphs and charts, which your graphic section had so carefully prepared.

Mrs. Hicks.I would also like to commend you for your report.

It certainly is a very informative report for the committee, and it is very enlightening in this area of home economics that we are all interested in, where the demand will be so great, and of what Massachusetts has done and is going to do relative to having some kind of preparation to house some of these programs.

Mr. Pucinski.It will be made a part of the record at this point.

(The report referred to follows:)

MASSACHUSETTS

REPORT FOR

COMMITTEE ON EDUCATION AND LABOR

United States House of Representatives

June 4, 1971

ACKNOWLEDGEMENTS

The analysis and recommendations that follow are the result of a special Task Force which was established as an Ad Hoc Committee within the Division of Occupational Education.

The commercial art and printing of this report was undertaken by the students of graphic arts and printing at the Nashoba Valley Vocational-Technical Regional High School as a "real world" project.

Charles H. Buzzell

Dr.Charles H. Buzzell
Associate Commissioner
Division of Occupational Education

INTRODUCTION

Occupational education across the land is showing the most rapid growth of any part of the total education structure, a growth rate that was stimulated by the Vocational Act of 1963, P.L. 88-210; by the Vocational Amendments of 1968, P.L. 90-576; and the Manpower Development Acts.

The impact of these federal acts is evidenced by the increased numbers of trained youth. Vocational enrollments doubled in size between 1960 and 1970. In that period eleven regional vocational technical schools were constructed to absorb the influx.

Many and complex forces created this surge. Pressure for education with "relevancy" found in it a clear and definite goal. Increasing numbers are demanding career training for the opportunity to lead a productive life. As more vocational students successfully enter the job market, the non-college bound have become invidiously noticeable as "unemployed youth". Pressure to extend occupational education to this large segment of the school population has accelerated. Moreover, vocational education is viewed as a counterforce to social ills and can reflect in reduced welfare rolls and in reduced numbers in correctional institutions and mental hospitals.

The key fact is that vocational education is suddenly committed to absorb all segments of the population. In Massachusetts we see the enrollments in secondary schools increasing from 264,007 in 1965 to 356,400 in 1975 - a projected growth rate of 35% in this 10 year period. The population among the handicapped and the disadvantaged that vocational education plans to serve will triple in the next 5 years.

With present available resources Massachusetts cannot meet this vast new demand. The Massachusetts Department of Education is reorganizing its machinery to face this critical imperative. It is being geared to manage an operation of large new dimensions and complexity, and to provide effective services with reasonable efficiency to the citizens who claim an education that leads everyone at any level to a satisfying and productive life.

This report deals with the acknowledged successes of occupational education:

a) In areas of persistent unemployment, e.g., New Bedford with 12.2% unemployment (as of February, 1971)*, the New Bedford Vocational School reports 100% job placement of its graduates; Fall River with 9.7% unemployment, the Greater Fall River Regional Vocational Technical School reports 100% job placement.

b) The stimulus federal money provides in obtaining additional funds from the local community is striking. Every federal dollar is matched by $22.00 in local support.

c) The readily available trained manpower pool enhances the state's potential industrial growth.

This report describes the inevitability of the sudden new and accelerated expansion of occupational education in Massachusetts. It observes that the successful training, the job placements, and the satisfying goals have generated a surge that is straining its present capacity. It therefore asks the question: *Can it extend its services to the vast new numbers it ineluctably must reach, and provide effective trained manpower for the labor market without additional resources to do the job?*

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* Massachusetts Department of Commerce and Development, Bureau of Research and Statistics, February, 1971 Unemployment Rates

MASSACHUSETTS REPORT FOR U.S. HOUSE OF REPRESENTATIVES COMMITTEE ON EDUCATION AND LABOR

ACKNOWLEDGEMENTS

INTRODUCTION

I. OVERVIEW OF VOCATIONAL EDUCATION IN MASSACHUSETTS

- Statement of Objectives
- Enrollment by level of school (chart)
- Enrollment by Major Programs (chart)
- Projected Labor Supply and Demand (chart)
- Construction (chart)
- Financial Summary (chart)
- Massachusetts compared to National average (chart)

II. SPECIAL NEEDS (DISADVANTAGED-HANDICAPPED)

- Recent Establishment of Special Needs Section
- Briefs on Staff's Background
- DISADVANTAGED
  - Trend Chart
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- Statement Dr. Buzzell

Overview of

VOCATIONAL EDUCATION in MASSACHUSETTS

- Statement of objectives
- Enrollment by school level
- Enrollment by major programs
- Labor demand and supply forecast
- Construction
- Financial summary
- Massachusetts compared to national averages

UNIVERSALIZATION OF OCCUPATIONAL EDUCATION:

THE ESSENTIAL OBJECTIVES

The Statement of Philosophy of the Division of Occupational Education reads:

> *All citizens are entitled to an educational system which--while facilitating their emotional and social development as integrated human beings--provides them with saleable skills, knowledge, understandings and attitudes relevant to an ever-changing market and commensurate with their potentialities.*

The following major and essential objectives of universalization must be defined. The achievement of each is essential to reach the goal stated in the philosophy adopted by the Division of Occupational Education.

* ASSURANCE OF EXECUTING THE PUBLIC MANDATE. Administer its responsibility of coordinating, promoting and establishing vocational, technical, vocational adult, manpower education training and retraining, as charged by the federal laws and as charged by Chapter 837 of the General Laws of the Commonwealth.

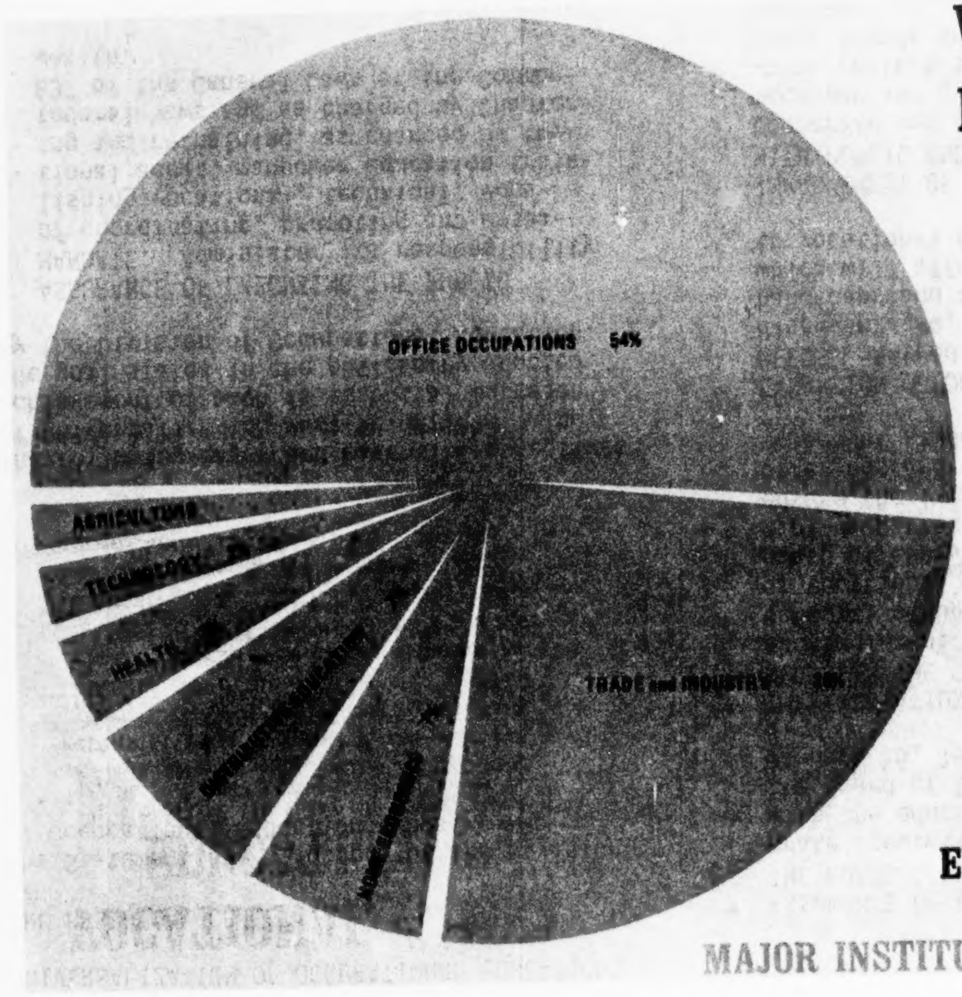
* ASSURANCE OF EXECUTING THE OBLIGATIONS TO THE BOARD OF EDUCATION. Expand and integrate occupational education, in accordance with the educational imperatives adopted by the Board of Education. (Document published January 16, 1971).

* IMPLEMENTATION OF EXPANSION AS DICTATED BY NEEDS IN THE GENERAL HIGH SCHOOL. Introduce and implement in the general academic high schools, occupational programs in all fields of vocational education and place within the grasp of everyone not bound for college the minimum marketable skills for job entry, and ensure the largest number of occupational offerings and career options for the greatest number of students.

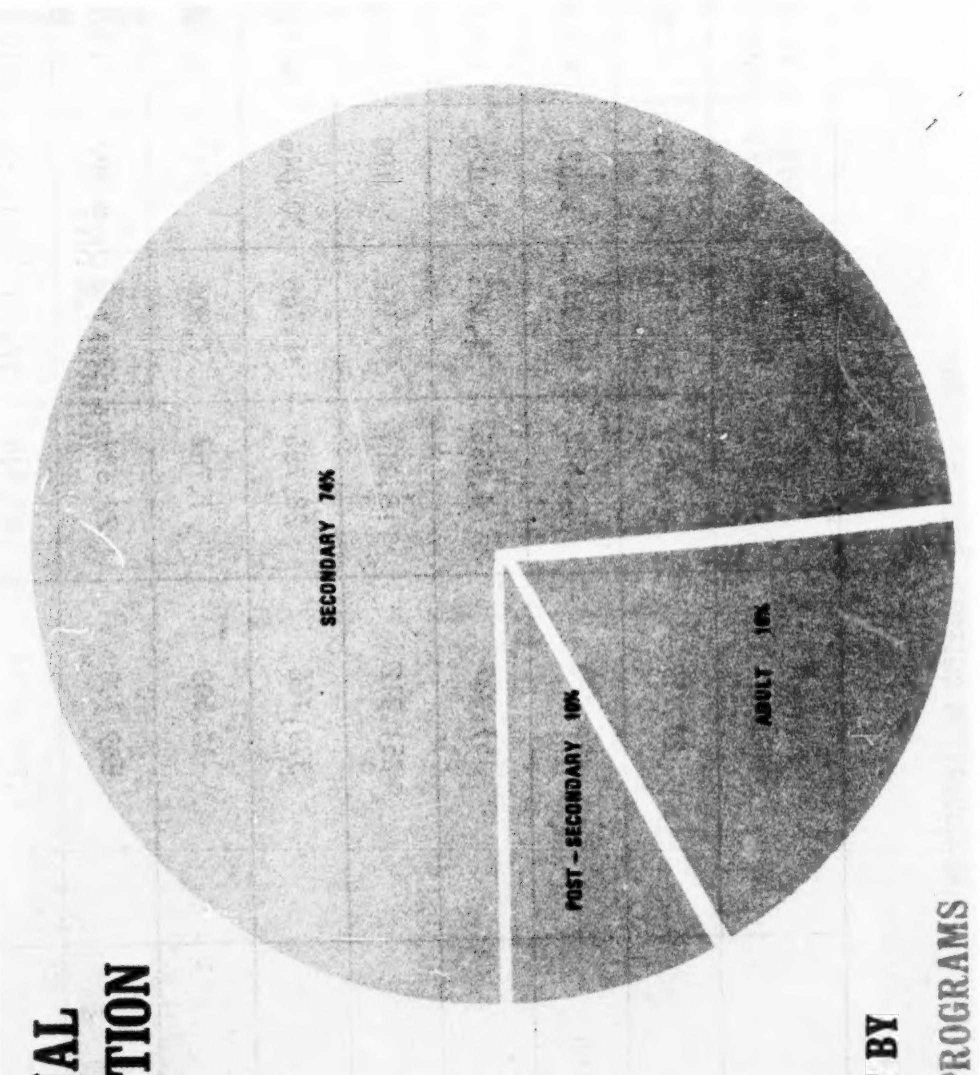
* EXPANSION OF OCCUPATIONAL PROGRAMS IN SPECIAL NEEDS. Extend and expand programs for the disadvantaged, those with special educational handicaps and those in post-secondary schools which will afford opportunity and ready access to vocational training or retraining.

* IMPROVEMENT OF COMMUNICATION AND COOPERATION WITH PUBLIC AND PRIVATE SECTORS. Communicate, cooperate and coordinate efforts with other manpower and governmental related agencies, which reflect the latest and changing manpower trends and needs of individuals in society.

VOCATIONAL EDUCATION

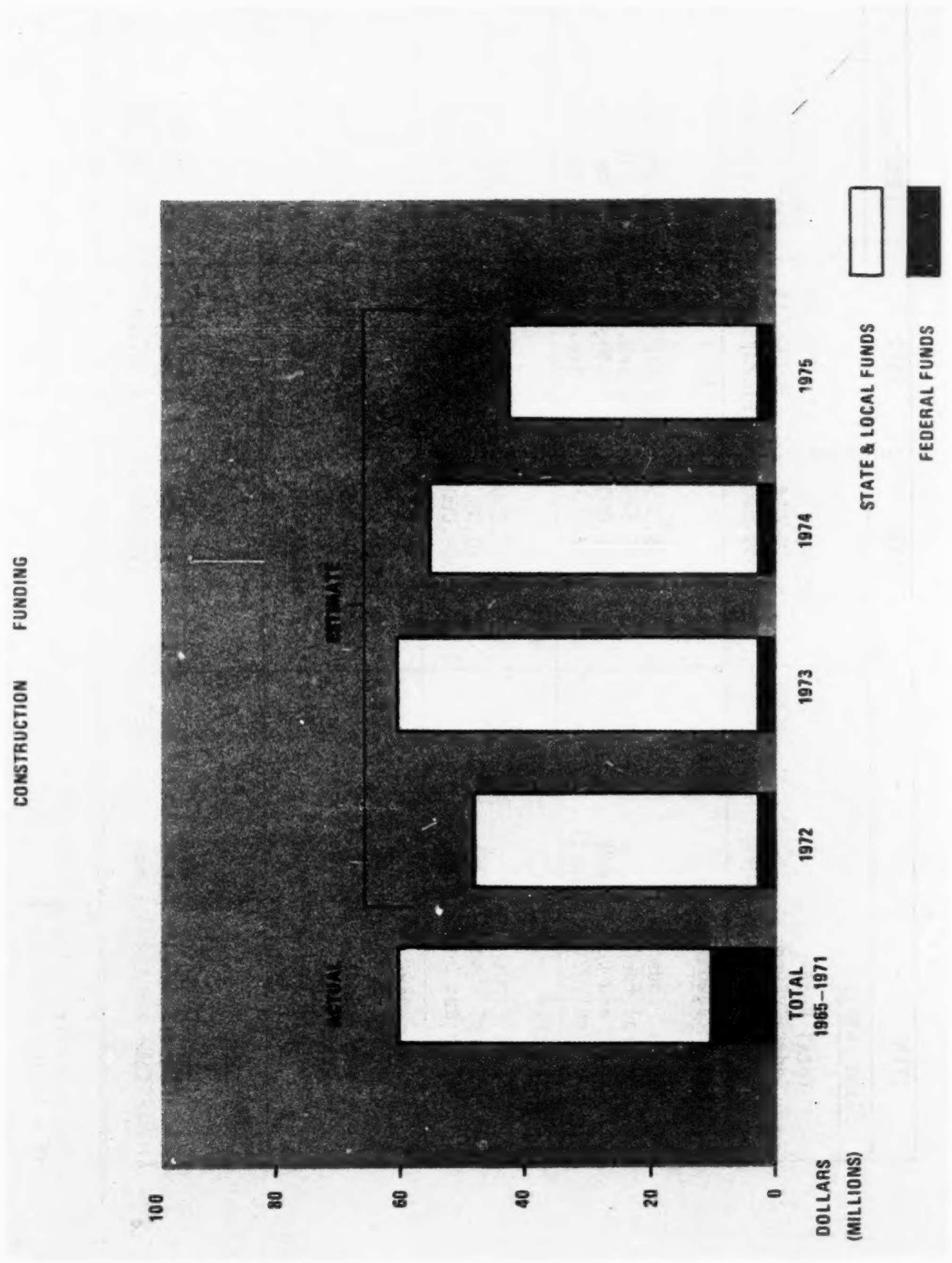


ENROLLMENT BY MAJOR INSTITUTIONAL PROGRAMS


VOCATIONAL EDUCATION
ENROLLMENT BY LEVEL OF PROGRAMS
SECONDARY 74%
POST-SECONDARY 10%
ADULT 16%

LABOR DEMAND AND SUPPLY (VOCATIONAL EDUCATION OUTPUT)

	Current Employment	1972 Demand	1976 Demand	1972 Supply	1976 Supply
Agriculture	29,717	450	350	193	350
Distributive Education	420,762	13,622	14,033	3,371	4,935
Health	51,327	4,055	4,363	3,028	4,433
Home Economics	251,212	15,916	17,156	100	1,000
Office Occupations	379,766	28,795	31,765	20,646	24,152
Technical	34,509	1,707	1,806	951	1,155
Trade and Industry	589,700	22,591	23,143	5,897	7,268
Total	1,756,993	87,136	92,616	34,186	36,036



CONSTRUCTION FUNDING

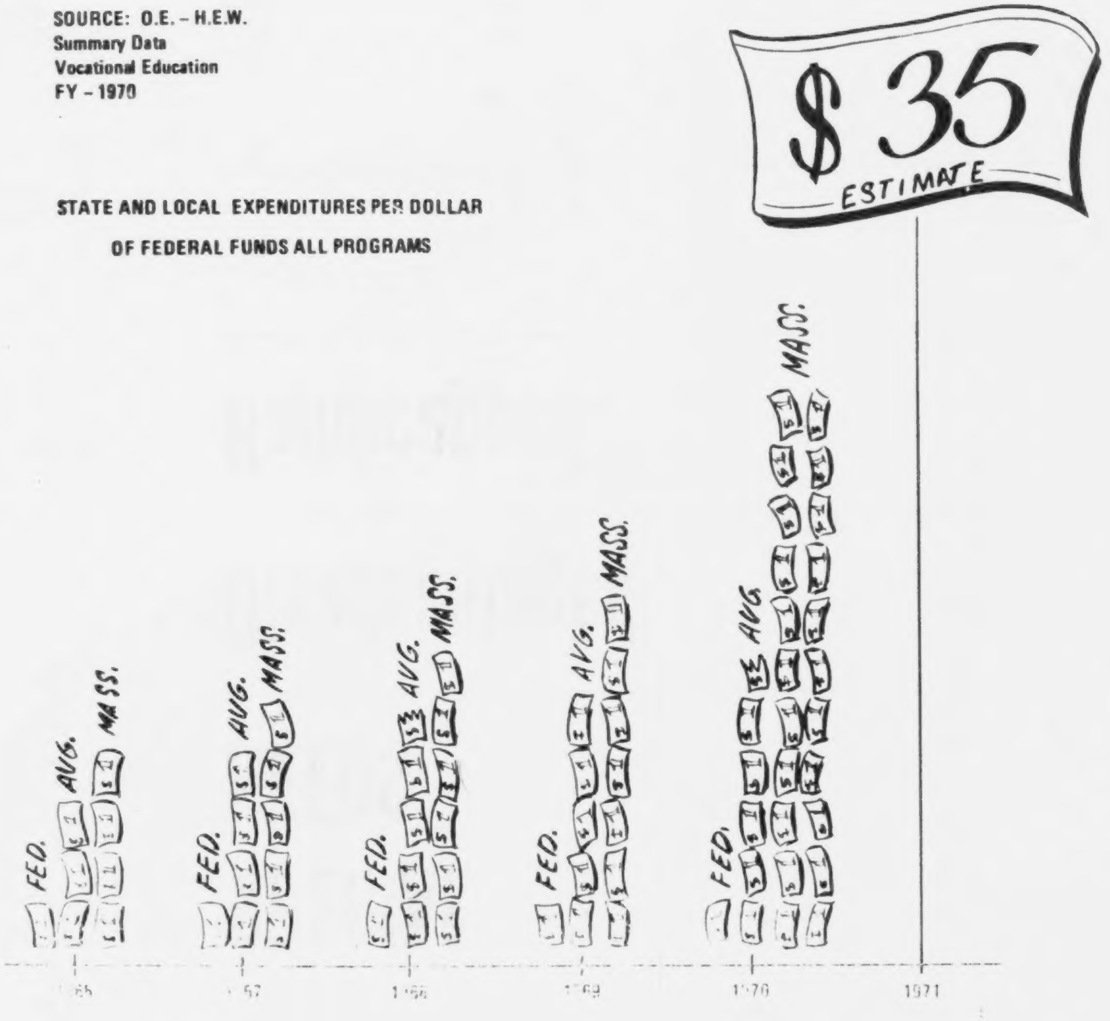
FINANCIAL SUMMARY

ITEM	1970	1971	1972 (est.)
Grand Totals			
Total Funds	84,773,934	130,936,147	203,015,891**
Federal Funds	8,118,634	9,202,515	11,043,017
State and Local Funds	76,655,000	121,733,632	191,972,880
Disadvantaged			
Total Funds	1,755,525	1,578,525	2,030,052
Federal Funds	1,155,525	978,525	1,130,052
State and Local Funds	600,000	600,000	900,000
Section 102(B) Federal	379,393	446,412	446,412
Handicapped			
Total Funds	1,070,350	952,340	1,239,810
Federal Funds	770,350	652,340	699,810
State and Local Funds	300,000	300,000	540,000
Post-Secondary			
Total Funds	5,978,525	17,626,201	22,240,708
Federal Funds	978,525	1,026,201	808,708
State and Local Funds	5,000,000	16,600,000	21,432,000
Research			
(Part D) Total Funds	493,900	455,549	546,659
Federal Funds	368,950	399,150	478,978
State and Local Funds	125,000	68,795	67,680

* - Community Colleges included
** - Includes Office Occupations

SOURCE: O.E. – H.E.W.
Summary Data
Vocational Education
FY – 1970

STATE AND LOCAL EXPENDITURES PER DOLLAR OF FEDERAL FUNDS ALL PROGRAMS



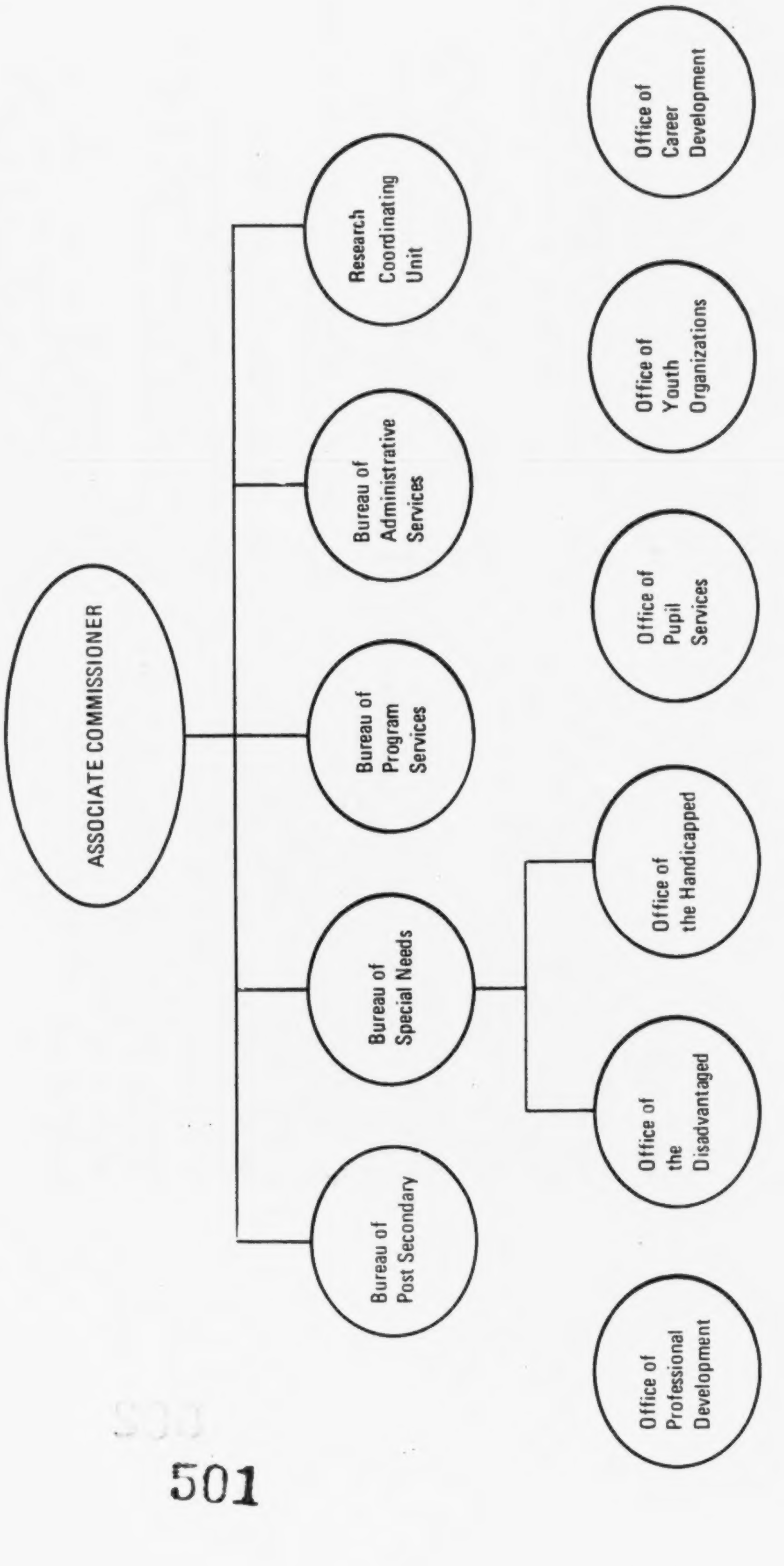
SPECIAL
NEEDS

Disadvantaged

Handicapped

- Recent establishment of special needs section
- Staff background briefs
- Disadvantages
  - trend chart
  - summary chart
  - financial summary
  - specific programs
- Handicapped
  - trend chart
  - summary chart
  - financial summary
  - specific programs

DIVISION OF OCCUPATIONAL EDUCATION


ASSOCIATE COMMISSIONER
Bureau of Post Secondary
Bureau of Special Needs
Bureau of Program Services
Bureau of Administrative Services
Research Coordinating Unit
Office of the Disadvantaged
Office of the Handicapped
Office of Professional Development
Office of Pupil Services
Office of Youth Organizations
Office of Career Development

BRIEFS OF STAFF'S BACKGROUND

Special Needs Bureau

Bureau Chief

The Bureau Chief has an educational background that includes a Bachelor of Science Degree, Bachelor of Arts Degree, Master of Arts (major in Urban Sociology) and a Master of Education (major in Remedial Education for the Disadvantaged and Handicapped).

He has worked as a high school teacher, remedial education teacher (Job Core OEO), field supervisor (Massachusetts Commonwealth Service Corps), director (Northeastern University Laboratory School), director (Northeastern University VISTA Training Program) and professor (Northeastern University School of Education). He has also had additional experience as an educational coordinator (ABCD) along with vast experience as an educational consultant.

The Bureau Director is currently a Doctoral Candidate in Foundations of Education (Brandeis and Boston University) and plans to complete the requirements during the summer of 1971.

Supervisor of Programs for Disadvantaged

The Supervisor for Disadvantaged Programs has an educational background that includes a Bachelor of Science Degree and a Master of Science Degree.

She has worked as a high school teacher, program director, recreation supervisor, cafeteria supervisor, home economist (U.S. Army). Her experience in working with the Disadvantaged has been significant.

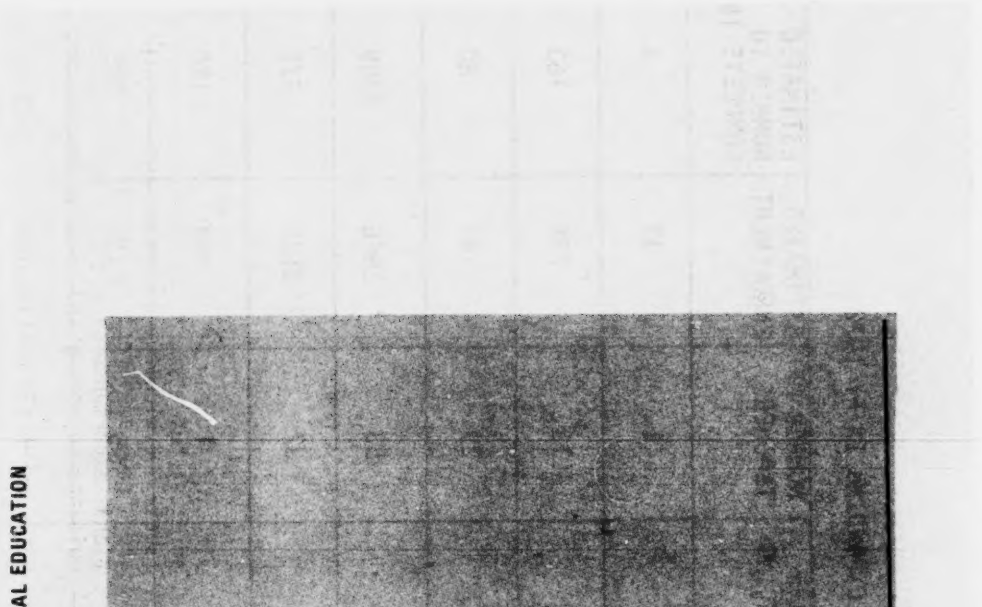
She is currently working toward a second Masters Degree (Northeastern University).

Supervisor of Programs for Handicapped

The Supervisor for Handicapped Programs has an educational background that includes an Associate Arts Degree, Bachelor of Science Degree and a Master of Education Degree.

He has worked as a staff psychologist, department head (Psychology Department), associate director (Bureau of Retardation, Commonwealth of Massachusetts), assistant superintendent (Social Development Education and Training) and a program director. He has also has additional experience as a high school teacher, guidance counselor and reading instructor.

He is currently working toward a CAGS in Special Education (Boston University).


DISADVANTAGED ENROLLMENT TREND IN VOCATIONAL EDUCATION
ENROLLEES
(THOUSANDS)
20
18
16
14
12
10
8
6
4
2
1969
1971
1973
1975

DISADVANTAGED

INSTRUCTIONAL PROGRAMS CONTINUING OR EXPANDING IN FY 1972

PROGRAM (OE-CODE)	PURPOSE	NUMBER OF PROGRAMS CONTINUING	NUMBER OF PROGRAMS EXPANDING	NUMBER OF TEACHERS	ESTIMATED ENROLLMENT	ESTIMATED NUMBER TO COMPLETE 1972
01.000 Agriculture	D	1	-	1	11	4
04.000 Distributive Education	D	5	-	12	238	163
07.000 Health	D	5	1	29	85	80
09.000 Home Economics	D	28	11	53	3566	1389
14.000 Office Occupations	D	13	2	37	3135	772
16.000 Technical	D	1	-	1	120	120
17.000 Trades and Industry	D	32	1	95 (38)	2938	905
Totals		85	15	211 (38)	10,093	3433

DISADVANTAGED

NEW INSTRUCTIONAL PROGRAMS PLANNED IN FY 1972

PROGRAM (OE-CODE)	PURPOSE	NUMBER OF PROGRAMS	NUMBER OF TEACHERS	ESTIMATED ENROLLMENT	ESTIMATED NUMBER TO COMPLETE 1972
07.000 Health	D	4	11	165	50
09.000 Home Economics	D	11	20 (6)	560	575
14.000 Office Occupations	D	11	13 (3)	888	419
17.000 Trades and Industry	D	5	18	475	-
Totals		26	44 (9)	1713	854

PROGRAMS FOR DISADVANTAGED

Of the programs funded for the disadvantaged, the following descriptive statements reflect the projects which are most innovative and creative.

1. Boston High School
   Work Study Program
   Present Enrollment 429

High school drop-outs, selectedffrom the lower socio-economic depressed areas of the city, are provided with remediation in communication and computation skills. Students are placed in a real job situation with pay. The basic objective is to prepare the undereducated with a saleable skill. Exposure to the labor market opens awareness to the competive world and its opportunities. Class size is restricted to fifteen students. Initiated in 1966, the program has steadily increased in enrollment, maintained regular attendance, and reports 100% job placement of enrollees.

2. Massachusetts Correctional Institutions
   Program for Inmates
   (Waltham, Bridgewater, Concord, Norfolk, and Framingham)

This new program is a joint effort of the Division of Occupational Education and the Department of Correction and Bristol Community College. It services five state correctional institutions and a prison farm. The goal is to rehabilitate inmates by training them in marketable skills in six occupational areas: mechanics, electronics, data processing, carpentry, typing, and medical technicians. This project contends with the special difficulties of security, space, and prejudices regarding correctional institutions.

3. New England Medical Center
   Career Development, Health Services
   Boston

This program services the disadvantaged drop-outs, the under and un-employed. It offers the following career options: medical technician, medical assistant, and hospital aide and future plans include: medical secretary, dental assistant, and licensed practical nurse. Trainees receive work experience.

4. Project J.E.S.I. (Jobs, Employment, Self-Improvement)
   A Cooperative Program for Disadvantaged Youths.

This is a distributive eudcation cooperative program planned for disadvantaged youths to be instituted in four target areas of the state: Boston, Worcester, New Bedford, and Springfield. The project will be adapted after the Wilmington, Delaware model. It will focus on the development of human potential.

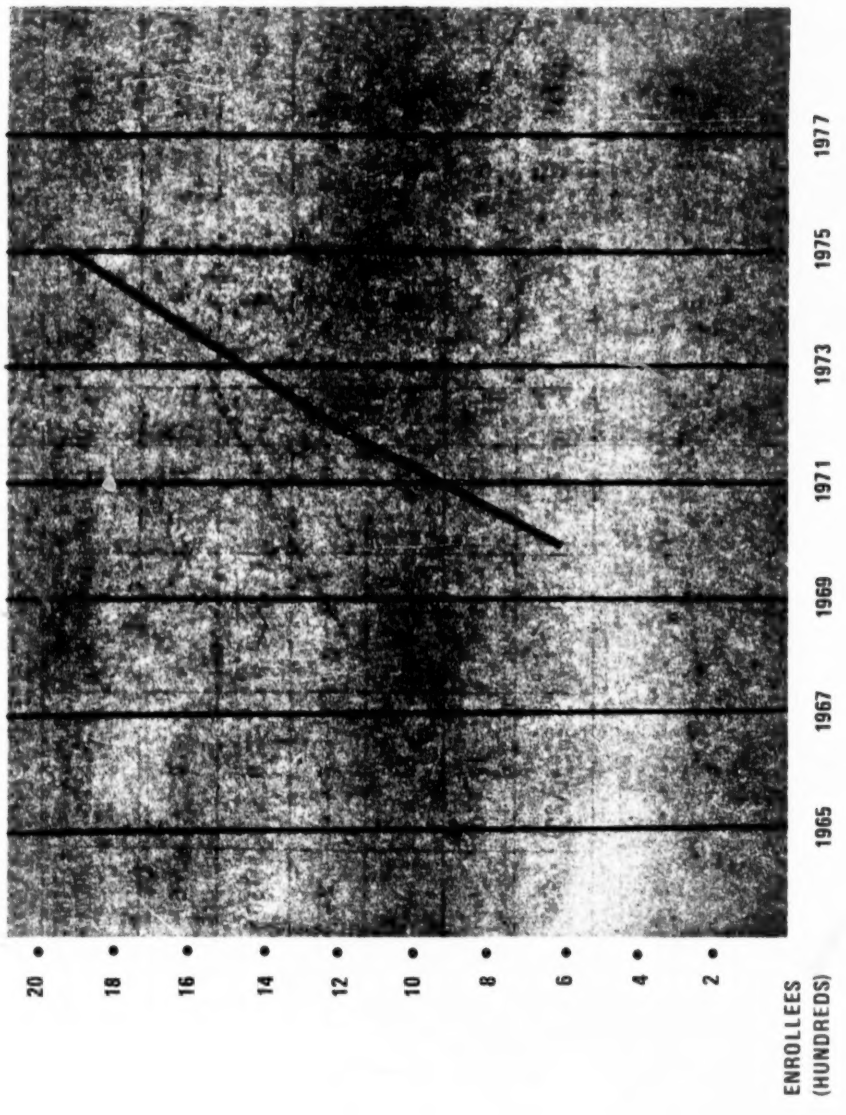
5. Holly Training School in Cosmetology
   Roxbury

Residents of the Washington Park area, Roxbury, are provided skills in the field of cosmetology and an opportunity for further career development. The goal is to provide an accredited high school diploma or the equivalency and eventually establish a post-graduate school of cosmetology.

6. O.I.C.
   Opportunities Industrialization Center of Greater Boston, Inc.
   Dudley Street, Roxbury

O.I.C. has an enrollment of 300 under-employed disadvartaged Roxbury residents in an evening adult vocational training and basic education program. Cycles of twenty-six weeks' training consist of recruitment counseling, pre-vocational, skill training in eleven offerings, placement and follow-up.

HANDICAPPED ENROLLMENT TREND IN VOCATIONAL EDUCATION



HANDICAPPED

INSTRUCTIONAL PROGRAMS CONTINUING OR EXPANDING IN FY 1972

PROGRAM (OE-CODE)	PURPOSE	NUMBER OF PROGRAMS		NUMBER OF TEACHERS	ESTIMATED ENROLLMENT	ESTIMATED NUMBER TO COMPLETE 1972
		CONTINUING	EXPANDING			
01.000 Agriculture	H	1	-	9	60	25
07.000 Health	H	1	-	9	150	97
09.000 Home Economics	H	4	3	6	369	201
14.000 Office Occupations	H	7	-	23	135	50
17.000 Trades and Industry	H	8	2	17 (20)	260	51
Totals		21	5	64 (20)	974	424

HANDICAPPED

NEW INSTRUCTIONAL PROGRAMS PLANNED IN FY 1972

PROGRAM (OE-CODE)	PURPOSE	NUMBER OF PROGRAMS	NUMBER OF TEACHERS	ESTIMATED ENROLLMENT	ESTIMATED NUMBER TO COMPLETE - 1972
07.000 Health	H	2	2	20	15
09.000 Home Economics	H	1	1	20	5
14.000 Office Occupations	H	2	3	95	35
17.000 Trade and Industry	H	3	9	130	12
Totals		8	15	265	67

PROGRAMS FOR HANDICAPPED

Of the programs funded for the handicapped, the following descriptive statements reflect the projects which are most innovative and creative.

1. New Bedford Mental Health, Inc.
   Rainbow Halfway House Vocational
   Rehabilitation for Mentally Retarded
   and Physically Handicapped

This is an expansion of vocational rehabilitation services in the New Bedford Area. The highly skilled and mobile staff at Rainbow Halfway House coordinates with other service agencies in the community. It provides residential facilities for handicapped persons participating in the training programs provided by Opportunity Center, federally funded for this purpose.

2. South Middlesex Regional Vocational School
   Vocational Training for the Moderately
   Retarded

This is a vocational training program for moderately mentally retarded individuals who are age sixteen or over. They follow a carefully prescribed three year plan. Training is offered in four specific job areas. Provision has been made for physical, mental and social adjustment to supplement the major emphasis of vocational training, job placement and follow-up.

3. Waltham Public Schools for Gaebler School
   Metropolitan State Hospital
   Children's Unit for the Moderately
   Emotionally Disturbed

A series of comprehensive diagnostic occupational evaluations is performed emphasizing the uniqueness of each individual student and his readiness for participation in a program with occupational aims. Information obtained together with the student's performance in a special simulated work sample, enables an evaluating team to determine the student's occupational interests, work attitudes and habits, special abilities, and job characteristics. The program guides the students to make an informed and realistic occupational choice.

4. Massasoit Community College
   Stenographic, Secretarial and Related for
   Handicapped

The program provides a feasible alternative to shorthand in the associate degree executive secretarial program and provides a one year certificate program in secretarial skills.

COOPERATION WITH OTHER AGENCIES

- The Division of Occupational Education has recently established the Occupational Education Staff Council for the Handicapped and Disadvantaged.

- The Council is represented by a wide grassroots membership:

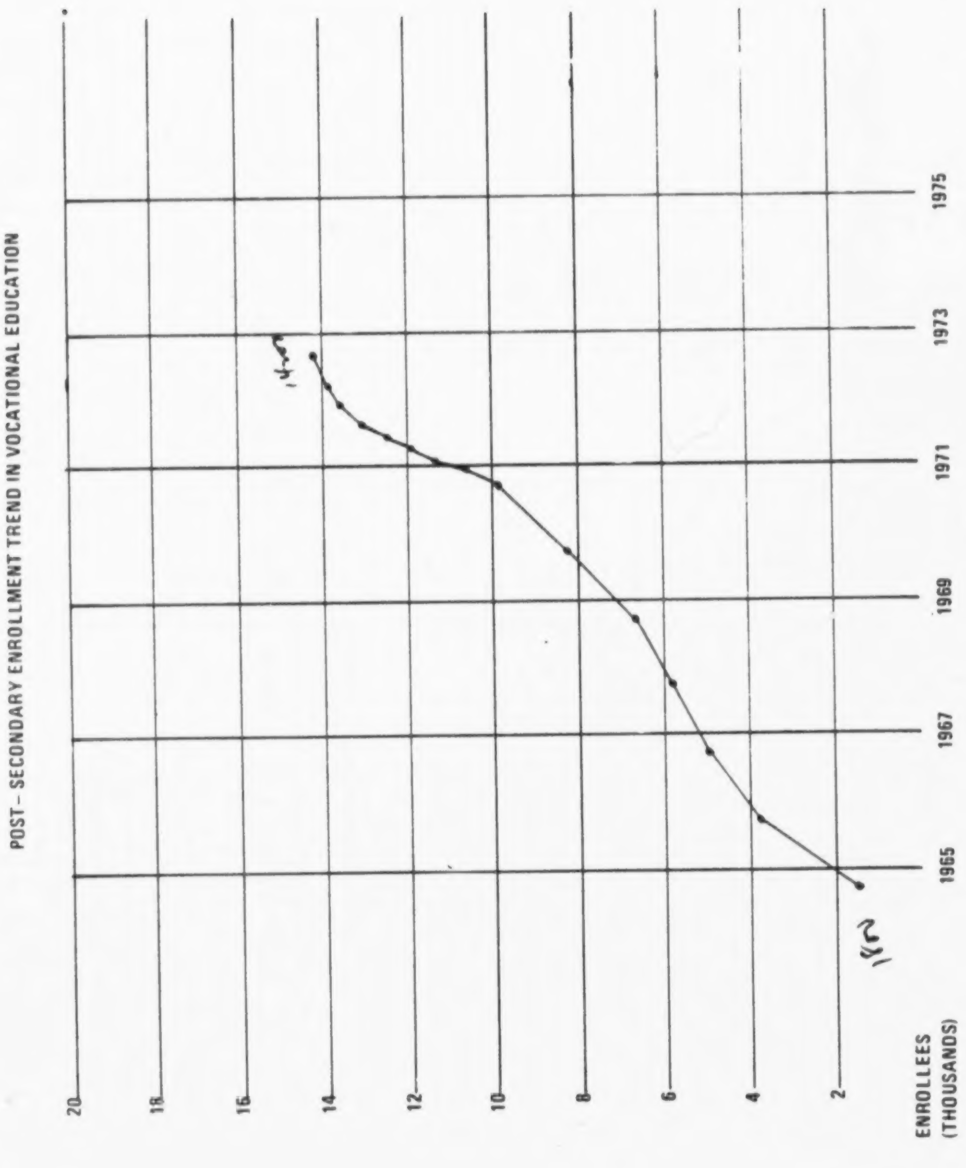
  Department of Mental Health
  Department of Public Health
  Bureau of Developmental Disabilities
  Division of Employment Security
  Department of Correction
  Department of Youth Services
  Governor's Commission on Employment
  Division of Insurance
  Division of Special Education
  Massachusetts Rehabilitation Commission
  Commission for the Blind
  Department of Community Affairs
  Department of Labor
  Veterans Services
  Department of Rehabilitation
  Division of Civil Service

- Its primary function is to allocate federal monies effectively, efficiently and responsibly. A growth in the number of programs in the state and local education agencies will be the yardstick of accountability.

- Efforts are being made to combine, coordinate, and plan with industry to improve state and local policies for the training and employment of the handicapped and disadvantaged.

- Federal monies will stimulate the expansion of these programs and improve the effectiveness and efficiency of the administration of occupational training for the handicapped and the disadvantaged.

POST-SECONDARY



POST-SECONDARY ENROLLMENT TREND IN VOCATIONAL EDUCATION

POST SECONDARY

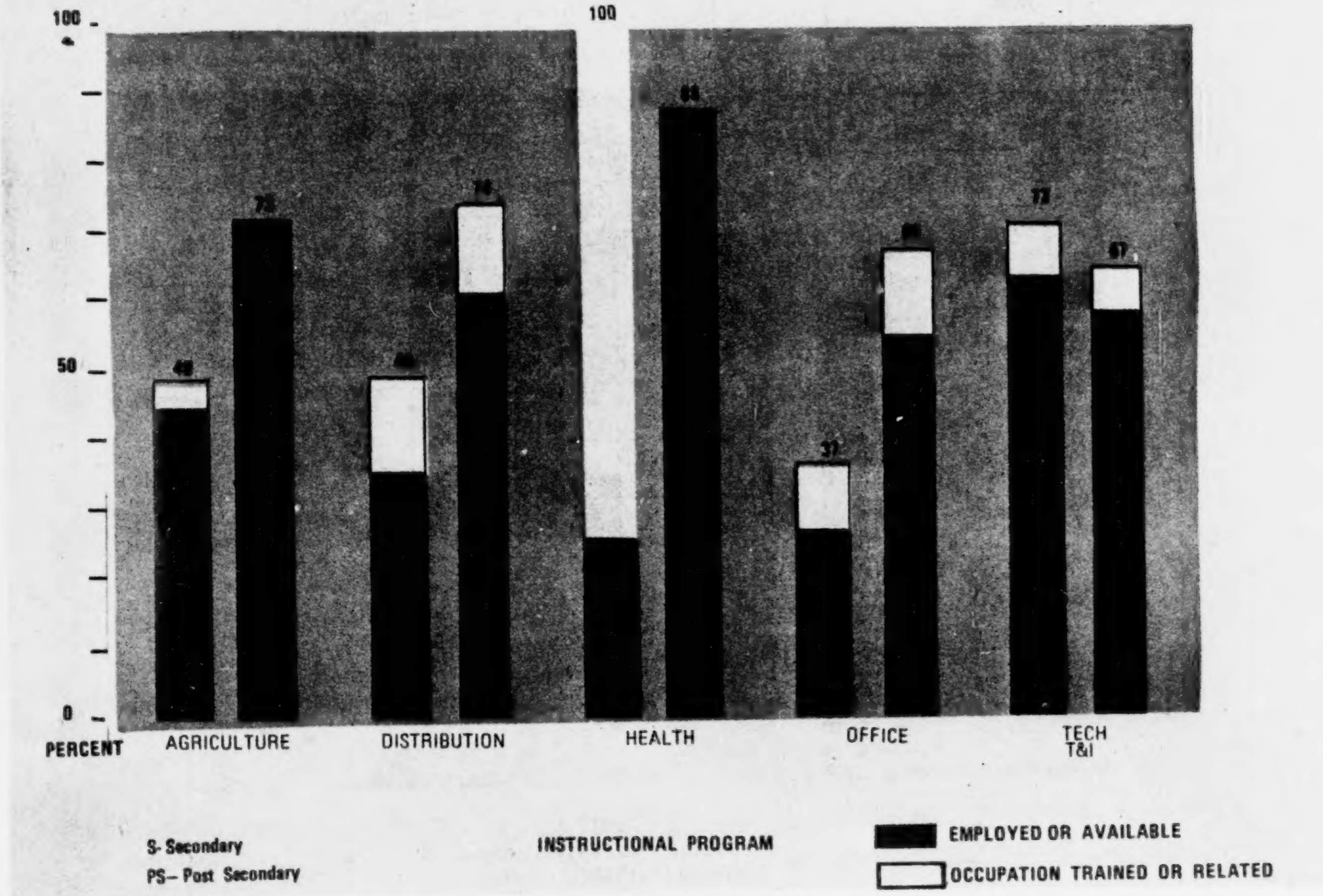
INSTRUCTIONAL PROGRAMS CONTINUING OR EXPANDING IN FY 1972

PROGRAM (OE-CODE)	PURPOSE	NUMBER OF PROGRAMS		NO. OF TEACHERS	ESTIMATED ENROLLMENT	ESTIMATED NO. TO COMPLETE FY 1972
		CONTINUING	EXPANDING			
01.000 Agriculture	PS	4	-	6	99	53
04.000 Distributive Education	PS	20	-	41 (2)	830	285
07.000 Health	PS	76	9	209	2868	1900
09.000 Home Economics	PS	2	-	4	99	30
14.000 Office Occupations	PS	54	3	209	5351	1805
16.000 Technical	PS	54	-	109	1713	742
17.000 Trades and Industry	PS	22		40	513	219
Totals		229	12	614 (2)	11,394	5,004

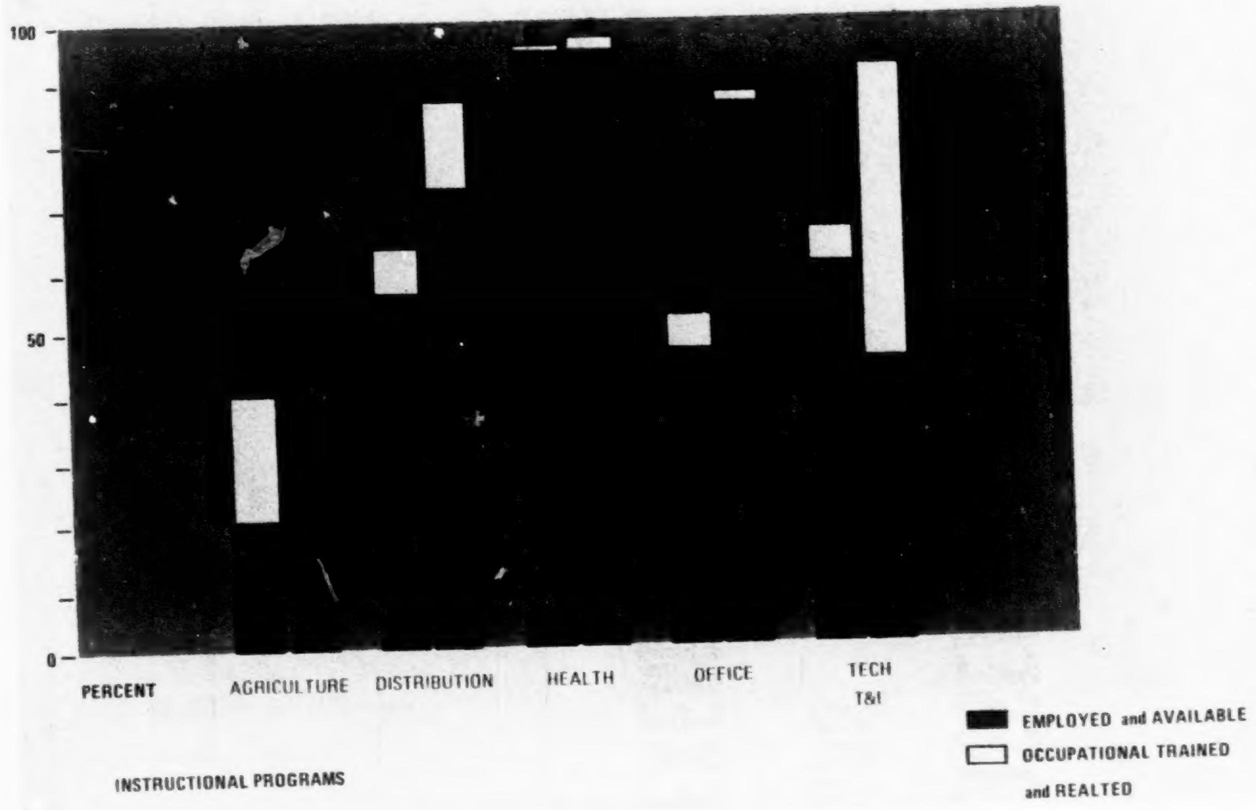
NEW INSTRUCTIONAL PROGRAMS PLANNED IN FY 1972

PROGRAM (OE-CODE)	PURPOSE	NUMBER OF PROGRAMS	NUMBER OF TEACHERS	ESTIMATED ENROLLMENT	ESTIMATE NUMBER TO COMPLETE - 1972
07.000 Health	PS	12	17 (1)	302	267
14.000 Office Occupations	PS	1	1	15	15
17.000 Trades and Industry	PS	2	2	50	-
Totals		15	20 (1)	367	282

PLACEMENT SUMMARY OF MALE GRADUATES BY PROGRAM AREA 1969



PLACEMENT SUMMARY OF FEMALE
GRADUATES BY PROGRAM AREA
1969



RESEARCH
and
EXEMPLARY

IV. RESEARCH

A. Evaluation Service Center. - This is a joint program with New York and Massachusetts, developing a plan to use behavioral objectives to measure student attainment. Objectives are computerized by programs with a feedback to administrators of programs on both state and local levels.

B. Careers Development Programs. - These programs will be planned first for three pilot high schools and later implemented in high schools across the state. This is an approach to provide tens of thousands more high school students with vocational education.

C. Operations Research Management. - To provide operational information relating to management of vocational-technical education. This work includes data needs for federal reporting.

D. Document Information Center. - This system is to coordinate the dissemination of relevant research reports on vocational-technical education to the local school systems.

FUTURE FISCAL and PROGRAMATIC NEEDS

Emphasis on :

People
Special Needs

EMPHASIS ON PEOPLE

This report has shown that Occupational Education in Massachusetts has made aggressive and palpable moves into the segments of the population that had not previously been tapped.

Programs for the disadvantaged, now totaling 60 are housed in existing sites -- makeshift, improvised, expedient -- a variety that includes a thriving street academy in Springfield. Programs for the handicapped now numbering 56 are housed in facilities with simulated work environments equipped by private industry.

Adopting an aggressive leadership position, Occupational Education is instituting a new concept of career development education, to rescue the non-college bound student from the 4-year-diploma-that-leads-to-nowhere. This population in Massachusetts is estimated to reach 60% of the total in secondary schools. One such concept beginning September, 1971 will link Randolph High School with the Blue Hills Regional Vocational-Technical High School. The regional vocational school will serve as a skill center and vocational teachers will provide all skill training.

A new innovative career development project will be initiated beginning July 1, 1971 and instituted as pilot programs for the nation. This project authored by the Associate Commissioner and adoped by the Board of Education will establish an intensive and comprehensive research program to develop a new instructional systems-oriented process for occupational education in Massachusetts. It will store computer-based data banks of information on new and emerging occupations and it will develop task analysis information on each occupation with performance objectives.

The record shows that Occupational Education in Massachusetts has demonstrated its ability by recognized success:
a) In areas of persistent unemployment, e.g., New Bedford with 12.2% unemployment, the New Bedford Vocational School reports 100% job placement of its graduates; Fall River with 9.7% unemployment, the Greater Fall River Regional Vocational-Technical School reports 100% job placement.
b) The stimulus federal money provides in generating local community support is palpably clear. Every federal dollar is matched by $22.00 in local funds.
c) An upsurge in the demand for occupational education cannot be denied, slighted, or neglected.

The universalization goal Massachusetts has adopted would place within the grasp of everyone the minimum marketable skills to enable him to participate productively and satisfyingly in society at any point of exit from formal schooling.

This goal however, places a formidable strain on the present resources of the Division of Occupational Education. It introduces vast new numbers to vocational training. State Plan figures are:

	1972	1976
Non-College	301,000	356,400
Disadvantaged	188,000	205,355
Handicapped	64,308	109,560
TOTAL	553,308	671,315

The entire force and focus of occupational education in the Commonwealth, already in high gear, is to embrace the entire population, reach out to every individual at whatever level of performance skill he is, and train him for gainful employment and economic independence.

Universalization, now an inescapable and irrevocable goal in Massachusetts, seeks federal support and stimulus.

Mr. KNOX. The new high schools come into this information, and, of course, the one particular State college is doing a good job on training home economic teachers.

We have two home economics supervisors in our office, and this particular area is indeed emphasized.

They are making increasing contacts with the home economic instructors in our high schools.

I think you are going to see more young people involved in this project.

We are getting into consumer programs within the high schools with the young people also.

Mr. PUCINSKI. Yes; I have seen this in the high schools for years, but it seems to me the demand is going to be so great that I wonder if we are preparing for this demand.

Mr. KNOX. Here it depends on your definition of what is meant by home economics, occupations.

Today it is very difficult for a young woman to study home economics in high school.

The pressures of taking courses to go on to higher education is very great, and to take one or two periods out to study home economic skills is indeed quite a trick.

Mr. PUCINSKI. Of course, I realize that they have even home economics on the college levels, but we are primarily concerned on this secondary educational level, and my question, in a place such as Springfield Technical, do you include such a field as this?

Mr. KNOX. I have not given this any thought. I know of no plans like this for a specialized school for home economics.

This is handled within the State college at Framingham. It is a specialized school for this, but not exclusive, but specialized, and it is doing some curricula work too.

Mrs. HICKS. I know recently at a city of Boston hearing on home economics, there is even a greater pressure to not only have declared like a State week of home economics, but they want to have this on a national level, so it seems that they are thinking big, and I hope that we will be able to meet this demand.

Mr. PUCINSKI. Thank you very much.

STATEMENT OF DR. PETER BOWEN, ACTING ASSOCIATE COMMISSIONER FOR VOCATIONAL-TECHNICAL EDUCATION OF NEW HAMPSHIRE

Mr. PUCINSKI. Dr. Bowen for Rhode Island, we thank you for appearing, and you may proceed.

Dr. BOWEN. Mr. Chairman and members of the committee, Rhode Islanders, during the past 5 years, have been witness to several innovative yet realistic changes occurring in the State's vocational-technical education program.

Five new occupational education centers have been built and are operating at strategic locations throughout the State, while two additional facilities, in Lincoln and Warwick, are now under construction and scheduled to open in September of 1971 and 1972, respectively.

Total enrollment in vocational education programs at all levels has grown from 8,000 students in 1965, to more than 16,000 students today; 5 years ago 12 different occupational education programs were available to our high school students.

Current applicants may elect to enter any one of 26 career preparatory programs. Meanwhile, new offerings are continually being planned.

In addition to traditional vocational course offerings such as auto mechanics, machine processes, and carpentry, many programs not previously available in Rhode Island's high schools are now being offered. These include barbering, commercial art, cosmetology, data processing, fashion and home design, food service, nursing assistant and industrial chemistry, among others.

Consideration is now being given to the possible adoption of the following programs to meet the needs of Rhode Island's divergent economy: Fire science; heavy equipment operation and maintenance; marine sciences—oceanography; plastics; recreation; and small craft construction, repair, maintenance and service.

Consideration is also being given to the further expansion of the consumer and homemaking education program; the establishment of a core curriculum in health occupations which could prepare general, multipurpose health workers motivated toward a health career and capable of entry-level employment in a variety of jobs; and further expansion of career education and prevocational programs.

The demands of our economy, of youth and adults, and of industrial leaders have continued to exceed space available in the new facilities. Consequently, in November 1970, the State's voters approved spending of \$7¾ million to provide the additional shops, laboratories, and equipment needed to prepare more students for employment.

Plans for the actual facility development are currently being considered by the board of regents.

All of the new facilities are being constructed with flexibility of spaces as a paramount consideration in order to facilitate curriculum and program changes resulting from changing industry demands and changing student needs.

Provisions have also been made for serving the special educational needs of handicapped and disadvantaged students.

Rhode Island, in expanding and improving its vocational-technical training capability through construction of area vocational schools is in the center of a national trend.

Over 1,000 such schools are in planning or under construction throughout the country. As the demand for more and better trained workers to fill the State's manpower need increases, the new area schools will play an increasingly important role in Rhode Island's economic future.

Several guiding principles have been established to insure that the facility development occurs in those areas of the State having the greatest need and, also, in those areas promising the most efficient use of space and equipment.

These principles, summarized, are:

First, that those sections of Rhode Island presently lacking a centralized regional vocational education facility be given highest priority.

Second, that special consideration be extended to serve school districts with present and anticipated concentrations of vocational program applicants.

Third, that, wherever feasible, construction of additions to existing vocational facilities would prove most efficient.

Fourth, that school systems to be charged with future responsibility for operating the State-constructed facilities indicate a strong commitment to career education as well as to such concepts as extended school day-school year use of facilities, special effort and emphasis on guidance and on serving the vocational education needs of their region's disadvantaged, handicapped, and adult populations.

Following these principles and after discussion with students, and with local school and industry representatives, the State's network of regional vocational-technical schools is continuing to expand and gain strength.

RESEARCH

During the present reorganization of the department of education, Dr. Fred G. Burke, commissioner of education, initiated a total of nine task forces to examine activities of the present State department of education and to develop recommendations for restyling its function. One of these task forces, concerned with vocational education, was formulated on April 6, 1971. A final report, including recommendations to strengthen research functions of the vocational division and the department, was sent to Dr. Burke on May 27, 1971.

At this time it appears that a new division of research, planning, and evaluation will be formed, based on task force input and the proposals of Dr. Burke's management team.

The vocational education task force recommended that the part of the proposed division of research, planning, and evaluation which is concerned with vocational education research be staffed by professional personnel with a background in vocational education.

POSTSECONDARY EDUCATION

With the establishment of the Rhode Island junior college system and the opening of its first permanent campus in Warwick next year, postsecondary vocational education is expected to continue its rapid growth. The construction of a second State campus in Lincoln will begin during the 1972 fiscal year.

The State's single vocational-technical program, which is now in its fifth year in temporary quarters in Providence, has continually broadened its course offerings in the various technologies.

Enrollment has increased from 106 students in the first year of operation to 560 students currently. Postsecondary enrollment will increase steadily over the next several years as this program becomes established in its permanent location at the Knight campus, in Warwick.

At the present time, 8,079 Rhode Islanders in the age range of 20 to 24, or 9.2 percent of this population group, is enrolled in postsecondary education programs.

This percentage is expected to increase to 9.9 percent during the next fiscal year. Twenty percent of all postsecondary students are enrolled in vocational education programs and, in 5 years that percentage is projected to increase to 37 percent.

Plans have been formulated by Rhode Island Junior College to install computer terminals at secondary area vocational facilities for the purpose of providing programed instruction in related mathematics and English, with the possibility of extending this instruction to all vocational-technical areas.

Longer range planning recommends use of the computer to provide a data collection system for vocational education.

CHANGES IN METHOD OF REIMBURSEMENT TO SCHOOL DISTRICTS

The purpose of the vocational amendments of 1968 is to authorize Federal grants to States to assist them to maintain, extend, and improve existing vocational education programs and to develop new and innovative approaches for the education of individuals of all ages, in all communities of the State.

The first Rhode Island programs utilizing 1968 amendment funds were funded in January of 1970. Prior to this time, distribution of vocational education funds in Rhode Island was not based on a competitive process. The limited funds available were apportioned within the State so as to defray the costs of eight local programs which operated year after year.

Today, all of the State's 39 communities, as well as several statewide agencies, receive support under the amendments.

Project proposals are now developed by local education agencies and other eligible institutions in accordance with State and Federal guidelines.

Those proposals which present strong evidence of need and potential for successful implementation are approved on recommendation of the Vocational Division and funded on a quarterly basis.

Successive year funding is not guaranteed in view of the many contingencies which may affect the annual Federal appropriation to Rhode Island.

No changes in the method of reimbursement have been made in the past 18 months since funding has begun. However, the application procedure has been modified and new proposal forms have been developed.

In addition, a preliminary proposal abstract must be sent to the vocational division in order that similar proposals may be compared with each other for assessment of their relative merit.

Selected proposals are then returned and a more detailed proposal is developed, thus eliminating, for the school district, the tedious job of formulating a proposal only to have it disapproved for poor design or because a duplicate proposal had been accepted.

EDUCATION FOR THE DISADVANTAGED AND HANDICAPPED

In the area of the disadvantaged under part A, the vocational division has funded one agency, Opportunities Industrialization Center, and four public school systems—Providence, Warwick, Woonsocket, and Newport—to operate seven programs for 150 students.

These programs include the upgrading of skills for drafting, clerical and secretarial employees, distributive education, health occupaducted—these include both developmental reading and prevocational programs.

Under part B, the division has funded 14 public school systems and one agency to operate 20 programs for 720 students. In addition to occupational programs in metalworking, service station mechanics, printing, data processing, agriculture, consumer and homemaking and clerical, other programs of a remedial and incentive nature are conducted—these include both developmental reading and prevocational programs.

The vocational incentive program in Pawtucket was implemented to meet the needs of a group of vocational high school senior students.

The purpose of the program is to provide remedial instruction in the areas of reading and the language arts to students from low socioeconomic groups in order to overcome past failures and encourage continuation of their education at the junior college level.

To implement the program a learning center was established at the vocational high school and equipped with listening centers and a variety of other audiovisual equipment.

Remediation received top priority, however, extension of basic skills beyond remedial work also received considerable attention.

The evaluation of the program is expected to provide new insights into the instruction of reading and the language arts for vocational students.

An occupational program for the disadvantaged youth is being carried on at the Vocational-Technical School of Rhode Island.

Deficiency in reading ability has been demonstrated to be one of the most limiting educational handicaps encountered by the majority of these students.

Achievement in a reading program reinforces a student's vocational knowledge and also provides him with the impetus and confidence for greater sucess in our technological society.

In addition to its reading aspects, the nature of this program necessitates the utilization of a guidance counselor who can become a personal agent of the alienated disadvantaged in assisting them to "negotiate the system."

The extreme nature and variety of special needs requires a low counselor-pupil ratio in order to detect needs and provide real assistance. Work-study programs provide such a ratio as well as opportunities for many students in after school and summer programs.

In the area of the handicapped, the division has funded two schools and one agency to run three programs for 115 students. At the centers of the Rhode Island Association for Retarded Children and at the Ladd School, students are trained in a variety of basic skills, including preparation for hotel and restaurant work, small machine operation, and a variety of other service occupations.

At the Rhode Island School for the Deaf an employment readiness program is designed to expose poorly motivated deaf students to the world of work.

The exposure includes job application procedures, job interviews, on-the-job training, and work habit development with special emphasis given to concerns encountered by deaf students.

Students are counseled in order to determine vocational potential and possible emotional factors which may contribute to one's lack of motivation.

Evaluation is based on readiness for employment as assessed by employment counselors and vocational education teachers.

Virtually the entire State is designated as economically depressed by the Economic Development Agency. Programs for secondary, postsecondary, adult, disadvantaged, and handicapped were consequently offered throughout the State.

However, programs for the disadvantaged and handicapped have been concentrated in the Providence metropolitan area which is designated as a high unemployment area. Programs previously mentioned in this report, such as the vocational incentive program in Pawtucket and the occupational program for the disadvantaged conducted at Corliss Park in Providence have had significant impact on this aspect of vocational education.

Areas of high youth unemployment and school dropouts offered programs in cooperative education, work study, and occupational exploration in order to make school a more lasting and meaningful experience.

The prevocational program initiated in the Providence school system provides students with the opportunity of exploring the world of work in order that they might be better qualified to make occupational decisions.

This program entices students to stay in school, thus decreasing the rate of school dropouts which constitutes a major proportion of our unemployment pool.

The growth of the Manpower Development and Training Act programs in Rhode Island has followed the pattern of growth reported across the Nation. From a few skilled programs in 1962, MDTA has grown to a reported 27 projects offering in excess of 1,000 training slots.

Program opportunities run the gamut from a prevocational core program to numerous skilled occupations, offering the unemployed and disadvantaged population of the State an entry into occupations previously unavailable to them.

To achieve these goals MDTA offers the following services:

(1 Prevocational training;
(2) Skills training;
(3) Adult correctional institution projects, and;
(4) Special programs and linkages, for example, the Work Incentive Program (WIN) and Opportunities Industrialization Center (OIC).

CONTRIBUTIONS OF THE STATE ADVISORY COUNCIL

The Rhode Island State Advisory Council for Vocational and Technical Education, first established in April, 1967, is composed of 16 members of diverse occupational interests.

In addition to those duties and responsibilities under the provisions of Public Law 90-576, the council has become actively involved in the advancement of vocational education through various promotional activities and maintains continuous contact with local area advisory committees.

The council published its first annual evaluation report of vocational-technical education in Rhode Island in June 1970.

The study and analysis of the statewide program, which provided a basis for the report, was conducted during the spring of 1970 by the American Vocational Research Corp. under contract with the council.

At the present time, the council's second annual report is in preparation.

The council, working with representatives of the National Advisory Council, has contracted with a local film company to prepare television and radio spot announcements promoting vocational education in Rhode Island.

Interested viewers or listeners will be referred to a local area coordinator of vocational-technical education who will further inform respondents of opportunities available to them in facilities close to their homes.

OVERVIEW

Recent Federal vocational educational legislation has had a profound and lasting effect upon occupational education in Rhode Island.

Largely as a result of the 1963 and 1968 Vocational Education Acts the combined State and local appropriation for vocational education has risen from an annual average of $471,334 during 1960–64 to an annual average of $2,358,695 during 1965–69.

This total does not include a seven and three quarter million dollar vocational school construction bond issue, passed by the State's voters last November.

Seven new regional vocational technical facilities have been constructed in Rhode Island during the past 5 years, providing a network of job-training opportunities for citizens throughout the State.

Programs during this same period have increased from a total of 12 occupational fields to the present 26 career-preparation offerings.

Sixteen thousand students are enrolled in these programs compared with a 1965 enrollment of 8,000 students.

Whereas only eight of Rhode Island's 39 school systems shared substantially in the Federal vocational education allotment to Rhode Island as recently as 1969, all Rhode Island school systems are now able to provide important occupational services for their students.

Special training and placement provisions have been made available to the State's handicapped and disadvantaged populations.

Public postsecondary career preparation, unknown in Rhode Island in 1965, is now enrolling more than 500 students in associate degree and diploma programs with substantial expansion of offerings planned for the near future.

In addition, new linkages have been established between the State Vocational Education Agency and other Rhode Island institutions having common or similar interests, thus producing better education for our citizens while at the same time achieving improved efficiency.

Obviously, therefore, the availability of job preparation for Rhode Islanders has been stimulated beyond all expectations through the Vocational Education Act and amendments.

Much hard work remains before us in Rhode Island in striving toward our goal of the highest possible quality of job preparation "for all persons of all ages."

We must improve our research capability,
We must build more vocational-technical schools,

We must serve a much higher percentage of our secondary, postsecondary, and adult populations,

We must initiate career development programs in our elementary schools,

We must help more of our disadvantaged and handicapped students toward employment, and

We must improve our vocational teacher education programs.

Federal assistance in all of its many forms will be needed if we are to become successful in this work.

Mr. PUCINSKI. Thank you very much, Doctor.

I wonder if I could get you to elaborate for me on your research operations.

You mentioned on page 2, and this is very important, one of the things I am glad to see that you mentioned in your testimony, because it occurs to me that, with all of the progress being made, in all of the discussion, we do tend somewhat to continue to treat research as a nasty word, and I do not know of any spectrum of education that needs research more urgently than vocational education, simply because of the completely changing picture.

Dr. Marland is dedicated to changing that situation around.

They are now talking of changing the total elementary and preschool levels.

I heard a report on the air he is developing a television show similar to Sesame Street with career orientation for all age groups, from preschool to adult.

It seems to me that research is really the kingpin of vocational education meeting these needs.

Dr. BOWEN. You put your finger on an area of weakness in our State.

My overview, which includes a statement of needs for us to do an awful lot more in Rhode Island, concerns research.

We started out with some great expectations with passage of the 1963 act, and initiated a research coordinating unit.

It was one of the first in the Nation. The results forthcoming from that unit were to our satisfaction.

We then experienced a cutback in Federal funds supporting research, and this was kind of like a death blow to us, and the coordinating unit at one of our State colleges fell into a less than adequate operation, to say the least.

We do have high hopes of reconstituting that unit, as we move forward toward a reorganized department of education, and this will be a research section of the entire department, which will have in it professionals with vocational education background conducting vocational education research.

We went from last year, $15,000 appropriation from the Federal Government for research, to an expected $75,000 or $80,000 this current year.

We are hopeful that this will provide the incentive we need to carry on some really meaningful research.

Meanwhile we are relying on some of the States that are conducting some real research with their more adequate resources than our small State now processes.

Mr. PUCINSKI. I notice here, from a report that counsel gave me, some 67 percent of your vocational money, or Federal funds, having gone for construction.

Assuming that you have to have a place of departure, is that pretty much now behind you?

This is money that will now start flowing into the actual programs of training and teaching, teaching training research, or whatever; in your overview, you say that we must improve our research, we must build more vocational type schools that will serve a much higher percentage and so on.

What I am wondering, Doctor, we can spend all of our money on two things, brick and mortar, and salaries, but that does not put the kids into meaningful slots.

Are we over the hill on this thing now in Rhode Island?

Dr. **Bowen**. I am glad you gave me a chance to comment on that.

We found ourselves in Rhode Island in 1962, 1963, 1964, with a single State-operated vocational school, which served our entire State.

Some school systems were able to send one or two students to that school.

Our facilities are outstandingly in need. Three or four of our larger cities, out of 39 school districts, operated what might be termed a ragged kind of vocational program.

We have gone since then into a regional system in Rhode Island, in which the entire State is served by the Central Area Vocational School, so that every community is now able to send a substantial number of kids to a vocational school.

Our State voters passed a $7¾ million bond issue last November, which is going to permit us to expand some of these schools in line with the increased enrollment applications that we are getting.

All of these schools built were in the last 3 or 4 years, and they are now at capacity.

These have been entirely State moneys. We came up with $16 million in our small State to build these schools, and now we have come up with an additional $8 million to build some more so, yes, this is substantially behind us.

We feel now that we will have adequate facilities to initiate the programs that we know we will need.

Mr. **Pucinski**. I hope also all of our good superintendents will take another hard look at brick and motar programs, because it is my hope, we will see every high school in this country converted to a career school, so that we are going to do away with the old concept of building vocational school, with all of the new teaching aides that we now have, in terms of cassettes and flip charts and various other exciting new breakthroughs in educational techniques.

It seems to me that we can do a great job in teaching youngsters the classroom instructions in vocational education, and to use the cooperative work-study program, utilizing facilities, as a doctor's office, a pharmacy, a factory, or the construction job in the community, and we are hopeful that we will forget about the idea that we have to have special buildings for vocational education.

My great hope is that every classroom in America at the higher education level is going to be a vocational career classroom of some sort or other, and I do not really think that we need to spend the millions of dollars on shops that are used only a couple of hours a day, or a couple of hours a week, and stand vacant unused the rest of the time.

I am hopeful we will convert our existing school buildings to career centers and not go into a program of spending huge sums of money on new vocational buildings.

Dr. **Bowen**. I certainly think it is. We have gotten into the middle of that problem in the sense that in the seven vocational facilities that we have constructed, only one of these is a separate vocational school, requiring its own cafeteria, its own gymnasium.

What we have done is to construct vocational facilities, requiring laboratories and shops, only, next to existing comprehensive schools, so that the youngsters may get their vocational trainining in the separate building, and get their academic and school work in the other buildings, and it permitted us to serve three or four times the number of students than had we built separate schools.

Mr. **Pucinski**. If I read Dr. Marland correctly, what he is trying to do is have every youngster in this country get some sort of career education, even the youngster who is going to be a doctor, it will take him 13 years before he earns his first nickel of fees from a patient, and he might have some peace in job during those 13 years to supplement his income instead of taking the slop jobs they now take in college.

The youngster who has a decent job in his college years, and is able to explore, has more time to devote to his studies.

He has more economic security, and so I do believe that we have moved, or are moving into an area now where every American youngster is going to get some career orientation during some part of his, either grade school, or high school experience, and I am not at all persuaded by those who say well, kids change their minds.

That is OK. In this decade, we now estimate that the average American will change his job skill from five to nine times in his working lifetime.

Education is going to be a continuing process from probably the fifth grade level, fourth year level, right on through, until they bury you, and so, you know, when they tell me that we have to have special buildings, for vocational education, I dismiss that, but I want to make sure I am right.

That is why I am asking you.

Dr. **Bowen**. Part of the process of career education does involve, at the later stages of it, some skill preparation.

We hope in Rhode Island, to hold this to a minimum, rather than getting youngsters involved in grades nine and 10.

We are hoping to bring youngsters in for a part of their experience in grade 11, and part of their experience in grade 12, and to give them the broadbase skills they need in addition to minimal skill acquisition, recognizing the fact that people do change their jobs, and they will be doing this more and more often in the future.

Mrs. **Hicks**. Doctor, do you find any conflict between educators when they are trying to determine whether or not a home economics program, such as something as sewing should be introduced on a certain grade level, say the fourth grade, whether they would prefer to have this than some academic subject and, therefore a room not become available?

Dr. **Bowen**. I think there is a bias on the part of most educators for avoiding something as sewing and homemaking skills, until later stages of the youngster's education.

The thing that is happening very often, with educational administrators, is that there are so many things that they like to impart to the youngster, that the act of omission is very often there, and very often the youngster's curriculum is with purely academic skills.

Mrs. Hicks. At what grade level do you feel home economics should be introduced?

Dr. Bowen. I certainly feel it should reach down into the elementary levels, depending on what you really mean by home economic skills.

I think there is a need for youngsters to become aware of what they will be doing as wives, and eventually homemakers, certainly, not trying to develop these skills at the elementary level, but holding on until junior high and high school where they reach a higher development.

Mr. Pucinski. Very good. You know, as I look at all of these statements that you gentlemen were good enough to prepare, they are very detailed, and they are extremely informative, and I am pleased to see the really impressive amount of work that is going on in vocational education.

I have been hurrying along because I want to get into a discussion with this panel on the bill that is pending before our committee, H.R. 7429, and I also want to talk to you about the problems of desegregation, so I hope you will bear with me, as we kind of put your prepared statements in the record, and cover the preliminary areas.

I do want to have some time to get into detailed discussion on H.R. 7429, which is a bill that Mr. Quie and myself and a number of other members have introduced.

We are very pleased with the way the hearing is going today.

STATEMENT OF NEAL ANDREW, CHIEF, DIVISION OF VOCATIONAL-TECHNICAL EDUCATION, NEW HAMPSHIRE

Mr. Pucinski. We are very happy to have Mr. Neal Andrew, chief of the Division of Vocational-Technical Education of New Hampshire with us.

Mr. Andrew. Mr. Chairman and members of the Education Subcommittee.

I am most appreciative for this opportunity to provide testimony concening vocational education in the State of New Hampshire.

Our State, although small, has great need for vocational education at all levels.

Although changes have taken place during the past 10-year period, there is still much to be done, if we are to serve the needs of all of the people.

In 1963, at the time of the passage of the Vocational Education Act, we had two small technical institutes and a plan for a statewide postsecondary vocational-technical program.

We now have a technical institute and six vocational-technical colleges geographically located and providing vocational education programs for the entire State.

In 1963, we had a substantial number of secondary schools providing home economics education, a few schools providing agricultural and trade and industrial education programs and one school offering distributive education.

Since 1963, we have developed a plan for the establishment of 20 regional secondary vocational education centers and we are in the process of implementing that plan through the designation of centers at this time.

In the meantime, we have expanded our secondary offerings to include seven new distributive education programs, 25 office occupations programs, and six new occupational home economics programs.

Nine additional schools are offering trade and industrial programs, 80 percent of the homemaking programs have been reorganized and been established in secondary schools and plans are being made for although most health offerings are at the post secondary level, two have additional programs in the 20 regional centers.

In 1963, we had a scattering of adult education programs that served the needs of persons at the discretion of local school districts with some adult education in our two technical institutes.

We now have a planned program of adult education in our seven postsecondary institutions, expanded programs in apprenticeship training, and considerable interest being developed to establish programs in the new regional secondary centers.

We have also created an adult program in fire service training that has involved volunteer and regular firemen from 170 of New Hampshire's 234 towns, and we have plans for implementing a 2-year postsecondary program that has resulted from the positive effect of the adult education activity.

In 1963, vocational research was nonexistent and programs for disadvantaged and handicapped persons funded through vocational education, had not been developed.

In the past 8-year period, we have developed programs in 30 institutions to either directly serve or provide assistance to disadvantaged and handicapped persons.

With the exception of the postsecondary program which has been developed largely with State funds, changes in vocational education from 1963 to 1971 have been caused by the Vocational Education Act of 1963 and the amendments of 1968.

I would like to present some additional information concerning some of these areas to further clarify our feelings toward the Vocational Education Acts.

RESEARCH

Through a grant from the Vocational Education Act of 1963, a research coordinating unit of one staff member plus secretarial assistance was added to the vocational-technical division.

The research coordinating unit director has since that time been actively involved in stimulating small but important research projects through local school districts as well as coordinating one or two major State programs.

The primary value of this leadership has been to stimulate at the local school district level, a positive attitude toward educational research in vocational education by the administrators and teachers of the local school units.

In New Hampshire, many of these local units are single town school districts with a few having united into a cooperative relationship.

Prior to the initiation of the research unit, few of these communities had done much to evaluate their vocational needs or develop plans for the future.

The small financial encouragement that was offered to them plus the substantial personal involvement of the research unit director, has done much to create a new attitude among the administrators and teachers in these communities.

For the first time, some of our schools are taking a good sound look at student needs, manpower needs, and the development of relevant student oriented programs. All as the result of a small investment in staff to coordinate and develop a positive attitude toward research.

The research coordinating unit also undertook and completed with the help of central office staff, and in cooperation with teacher educators and local school personnel, a study of teacher education in the State and produced a plan for the future.

This has increased emphasis on vocational teacher education in the State university system and has also resulted in expanded inservice education opportunities for vocational teachers.

Although no major documents have been produced in the line of pure research much of value has resulted from the establishment of our small research unit at the State level.

PROGRAMS FOR HANDICAPPED AND DISADVANTAGED

Until the inception of the Vocational Education Act, little had been done to work specifically with persons who are or may be classified as handicapped or disadvantaged.

This was due largely to a lack of funds for regular programs to say nothing of funds for special purposes.

Prior ot this time, the provisions of such services had been left largely to vocational rehabilitation and other concerned agencies. During the first 5 years from 1963 to 1968, small gains were made because of the requirement for specific earmarked matching funds.

The 1968 amendments opened the door for us to work closely with local school districts through the provision of substantial amounts of money with an across-the-board statewide matching.

A staff member was added to coordinate and develop programs for disadvantaged and handicapped persons. In turn, a new awareness of the problem and the value of interagency cooperation was developed.

We now have a policy in vocational education that we will not fund a program for disvantaged and handicapped until we have coordinated our activity with those other agencies also involved in serving the needs of disadvantaged and handicapped persons.

Vocational rehabilitation, special education (titleVI–ESEA), as well as private State agencies are all involved in helping to meet the needs of these individuals.

We have one instance in our State where vocational rehabilitation is providing the counseling and medical assistance if needed, title VI is providing the necessary special education component, vocational education is providing the vocational component of the education system and in addition, title I–ESEA, and the Governor's Commission on Crime and Delinquency have become involved in the provision of education for disadvantaged and handicapped youth and adults in the community on a joint basis.

As I have indicated earlier, we are involved in the establishment of 20 regional vocational education centers at the secondary school level.

It is our intention and that of the Division of vocational Rehabilitation that when cooperative rehabilitation programs are planned with local school districts, they will be established in the regional centers.

Thus, we will guarantee that wherever a rehabilitation component is developed, a vocational program will also be available to serve the needs.

Hopefully, this will eventually encompass the entire State so services wil be available within a reasonable commuting distance of all persons.

Our programs for disadvantaged and handicapped have also involved private schools or agencies.

We have programs for the emotionally disturbed in the New Hampshire Hospital, at Spaulding Youth Center, and Pine Haven Boys Center.

A program at Crotched Mountain Rehabilitation Center serves the handicapped. Many of the individuals involved have multiple handicaps yet some remarkable programs are being conducted under difficult conditions and with limited funds.

Our State still operates a county jail and house of correction system.

Through joint planning with vocational rehabilitation we have established a vocational program in one of the county houses of correction which has proven successful even for those persons who are detailed a short period of time.

It is anticipated that this pilot program will result in attracting Crime Commission funds for the continuation of the project and, hopefully, expansion into other counties throughout the State as a regular part of those institutions' rehabilitation systems.

From no programs in 1963 we have moved to 39 programs in 30 communities involving 715 youngsters and adults in 1971.

We recognize there is still much to be done but feel strongly that we are well on the way to providing an outstanding service to many deserving persons.

POSTSECONDARY EDUCATION

Historically, New Hampshire has had a longstanding commitment to postsecondary education in the vocational-technical field.

A 2-year program in our university system has been operated since the early 1900's.

In the mid-1940's, two trade schools which became technical institutes were established.

In 1961, a 10-year plan was adopted to provide improved and expanded postsecondary education in the State. This resulted in the development of six postsecondary vocational-technical colleges and a State technical institute.

These institutions are largely supported from State funds.

Some Vocational Education Act money has been used to assist in meeting emergency needs as buildings were being constructed; but this was a small part of the program's development.

Substantial amounts of the 1968 amendments 15 percent allocation has been used for the purchase of equipment which was not available due to the limited State appropriation.

In addition, Vocational Education Act funds have been allocated to create new programs until the State could assume the responsibility for their operation.

In our northernmost county, we have for the past 3 years provided a licensed practical nursing program which will this year become an integral part of the operation of the Vocational-Technical College in Berlin, utilizing 100 percent State funds.

It is hoped that the Vocational Act funds released can now be utilized to provide additional educational opportunities at the postsecondary level on an experimental basis until such time as the programs have proven their value and can be absorbed into the regular budget of the institution.

In addition, the upgrading of equipment is always difficult and the vocational funds have given us the flexibility to assist in keeping our postsecondary educational programs current.

Plans for expansion of our postsecondary institutions are being developed but present funding in the State will prohibit much activity in the near future.

The New Hampshire Technical Institute which is already accredited has utilized, in the development of their facilities, over $950,000 of Higher Education Commission and Allied Health Act funds.

Through the development of a new regional accrediting commission to evaluate and accredit secondary and postsecondary vocational-technical programs, we hope to be able to qualify to also utilize funds available through the Higher Education Commission at our vocational-technical colleges.

Needless to say, we are very much interested in H.R. 7429, the Occupational Education Act of 1971, which can be of considerable benefit to our postsecondary programs.

It is hoped that with the passage of H.R. 7429, that these funds will substantially assist in expanding the vocational-technical college and the technical institute.

We must also indicate that the utilization of postsecondary funds has not been limited to our own colleges and institute.

Funds have been made available to the 2-year program at the University of New Hampshire and at Keene State College whenever applications have been received.

It should be noted that although our vocational-technical colleges and technical institute already grant an associate degree, the programs are limited by act of the legislature to preparation for vocational and technical occupations.

These are not junior college, general academic, transfer-type institutions or programs, but they are attempting to serve the needs of persons in the community. Special programs for youth who cannot meet the entrance requirements of vocational-technical colleges have been run to assist in upgrading those young people to fulfill the requirements.

One year programs are being offered that provide a certificate of completion and satisfactory skills to enter the field of employment.

These programs have basically been in the health field and include such courses as, licensed practical nursing, medical assisting and certied laboratory technician training.

Expansion into the industrial fields including a 1-year program in machine trades is now being planned.

One of the colleges developed a program for high school juniors and provided them with a 6-week summer program which continued with weekly seminars through a portion of their senior year in high school.

These young persons, in many instances not basically interested or motivated toward postsecondary education, were given an opportunity to explore postsecondary offerings and in many instances, have since graduated from high school and applied for admission to the regular program.

This activity was also picked up by New Hampshire's model city and operated at another college utilizing model city funds.

Thus we see that the utilization of Vocational Education Act money had initiated the use of other agency funds for similar kinds of programs.

SECONDARY EDUCATION

As indicated earlier, secondary education is now at the stage of development that our postsecondary programs was 10 years ago.

Through the use of the Vocational Education Act, considerably greater interest has been developed at the secondary level.

Interest is so strong that we now have communities which previously had little concern for vocational education competing for designation as a vocational education center even though we have no guarantee of construction funds.

We feel that this change of attitude and interest is a valuable step forward.

It is our belief that vocational education at the secondary level should be a part of the regular comprehensive high school thus making available to all individuals in the school system a vocational program either as preparation for work or an enrichment for those college preparatory programs that need a vocational component.

The major deterrent to the implementation of our 20 center plan is the lack of substantial amounts of money for construction purposes.

With the tremendous growth of interest, present funding, if spread over the construction needs of the entire 20 regional centers, would provide no major benefit to any community.

New Hampshire historically has provided little financial assistance to local school districts. With less than 10 percent statewide foundation assistance, this is not enough to permit the construction of the necessary regional centers even though the interest in and need for programs is great.

The small amount of money provided by the Vocational Education Act of 1963 and the amendments of 1968 although it appears to be large in comparison with State appropriations, does not permit us to meet a substantial construction obligation.

We are, therefore, earmarking most of the Vocational Education Act money to assist the local school districts with operating cost and to encourage the development of new programs to meet changing needs.

An increase in Federal allotment that would provide substantial funds for construction purposes would be of tremendous assistance in the development of the 20 regional centers in New Hampshire.

One other aspect of our secondary program has been the interest developed in counseling and "world of work" orientation.

Not only are secondary school counselors interested but the word has spread that the world of work orientation is important in elementary grades as well.

The commissioner's exemplary project in New Hampshire was developed basically for grades 7 to 12.

As a result of 1 year's activity, this program has already descended into the elementary grades as far as grade 2 and a major revision of an elementary social studies curriculum will include work orientation.

These elementary teachers are excited about the possibility of this approach for their students.

New Hampshire has developed in cooperation with Maine and Vermont, two tristate activities that will enhance vocational education opportunities for secondary students.

One project involves work orientation and counseling grades 7 to 10 and the second project, just being developed, will revise vocational education curriculum so that students may enter and leave vocational programs in accordance with their needs.

We call this individualized instruction. If these two projects are successful another step will have been taken to develop new approaches in meeting the needs of youth.

It should be noted that these projects are being funded by the New England Regional Commission and the New England Center for Occupational Education.

The New England School Development Council has also participated thus three additional agencies are now deeply involved in improving vocational education at the elementary and secondary school levels.

The utilization of local advisory committees has been most helpful. These committees have assumed leadership in getting local cooperation and have made excellent suggestions for program revision.

The new flexibility in program and curriculum permitted by the Vocational Acts has also eliminated earlier opposition that had been created by mandated hours and other regulations which appeared in earlier acts.

STATE ADVISORY COUNCILS

The State Advisory Council in New Hampshire has been very active in regional and national activities.

They were one of the first councils to initiate and develop a regional conference for the six New England Advisory Councils.

The first year of operation they undertook their own evaluation of vocational education and are at the present time, involved in the evaluation of vocational education for the second annual report.

The division of vocational-technical education has worked closely with the advisory council in assisting in the establishment of their State office and has provided assistance whenever asked in the development of any of their programs and activities.

Committee members have been willing to appear at hearings before the New Hampshire General Court to lend their support to needed legislative changes.

The executive secretary of the council has been most helpful in working toward development of a strong vocational association within the State and has worked closely with vocational education staff in this endeavor.

The council is very concerned with the need for expanded public relations and the employment of a public information staff at the State level to more fully bring to the people of New Hampshire an understanding of vocational education at the State and National level.

ADMINISTRATIVE CHANGES AS A RESULT OF THE VOOCATIONAL EDUCATION ACTS

Prior to the inception of the Vocational Education Acts, New Hampshire had generally reimbursed school districts on the basis of a percentage of teachers' salaries.

This was an equal distribution of funds in accordance with the availability of moneys and the demand for reimbursement.

With the development of the 1968 amendments, a formula was established in accordance with the requirements taking into effect the required five factors.

This has been a very time-consuming operation, but it has required the local school districts staffs to do considerably more planning when they submit their requests for funds.

The formula contains judgmental factors, but it does provide a basis for giving the more needy schools more money.

It should be noted, however, that such a formula may at times deny vocational education to youth in a given community.

A relatively wealthy school district which may not have much interest in vocational education could be denied funds because of their wealth when such funds might be used to initiate a program and thereby bringing forcibly to the community's attention the need for such vocational education from their own budget.

This has not been a major factor, but it does point out the fallacy of trying to force all communities to abide by the same regulations or all States to follow a similar pattern.

The Vocational Education Act has permitted—yes, forced—the expansion of the State office staff.

We have been unable to secure additional staff except through the utilization of 100-percent Federal moneys.

Without this capability and the utilization of overall statewide matching, it would have been impossible to administer the Vocational Education Act.

It is recognized that funds used in this manner decreases the amount made available to local school districts, but it is only through the utilization of these funds that leadership can be given to the local communities as well as to other State institutions.

The statewide matching component of the 1968 amendment has been most helpful in the administration of the Vocational Education Acts in New Hampshire.

COOPERATION IN MANPOWER TRAINING

It is our belief that the several State and Federal agencies involved in manpower programs should have the responsibility for their particular components of the manpower delivery system.

The present Manpower Development and Training Act has worked well in New Hampshire within the limits of funds available.

A close and generally cooperative relationship exists between the department of employment security and vocational education division.

It has been difficult at times for those of us in the States to attempt to meet the needs of persons within the State, only to find that, through the creation of a new Federal program, funds have been siphoned off for other purposes.

Frequently this has involved new agencies in vocational training when vocational education had programs in operation or could establish such programs but had insufficient funds for full implementation.

There is no desire on the part of this individual in his position to detract from the responsibility and importance of other agencies.

He would, however, like to have available for the vocational education program in the State those funds that are provided through Federal acts for the provision of training.

It is difficult to establish programs when all that can be provided is the educational component and other agencies are providing pay for participation.

It is equally disheartening to see noneducational agencies attempt to provide vocational training without proper coordination with ongoing or existing programs.

One of our local superintendents recently refused to become involved in a training program because of the multiude of administrative details that were created by several different agencies approaching him to provide vocational training.

If the training component could have been in one agency, this situation could have been substantially alleviated.

It is hoped that if H.R. 7429 is passed, strong emphasis will be placed on the promotion and encouragement of coordination between programs and agencies and that this will not promote competition for the funded dollars merely to establish programs rather than to serve the needs of youth and adults.

I would hope that the present close working relationship between secondary, post-secondary, and adult components of vocational education would be strengthened under the act.

If vocational education is to meet the needs of all youth and adults, then a continuum of program K through grade 14 on through adult education is essential.

This can best be done through one central vocational agency.

U.S. OFFICE OF EDUCATION LEADERSHIP

We have been very pleased with the cooperative relationship that has been developed between our State agency and the regional office here in Boston.

The director of the adult, vocational, and technical education and his staff have been most helpful in meeting every request for assistance that has been forwarded to them from our office.

We are, however, severely disturbed at the loss of 50 percent of the regional staff specifically employed for vocational education.

The Boston staff has dropped from four program officers to two during the past year. Thus, we now have a director and two program officers who must answer the specialized questions of all of the vocational staff in our State office.

This is especially critical when you consider that in small States such as ours, we have only one person in any respective field.

If our consultant in agriculture needs assistance, he has no other consultant in our State office to discuss his problems with.

He has no one at the regional level to discuss his problems with other than a person assigned to the field of agriculture, and there is no office staff in Washington to answer his call.

In large States where there may be several consultants in the field of agriculture, this problem may be less critical; but it is our feeling here in New England that we need a substantial regional staff to provide the kind of assistance that our State staff may request.

This example could be repeated for all of the vocational areas as well as in cooperative education, consumer and homemaking, disadvantaged and handicapped, and so forth.

During my 21 years of experience in vocational education, I have seen our U.S. office stripped of its capabilities in the vocational field and just at a time when we had thought the regional offices were going to be meaningful, they had too much of their staff removed.

It is hoped that if H.R. 7429 is enacted and a Bureau of Occupational Education established, every effort will be made to expand the regional as well as the national office.

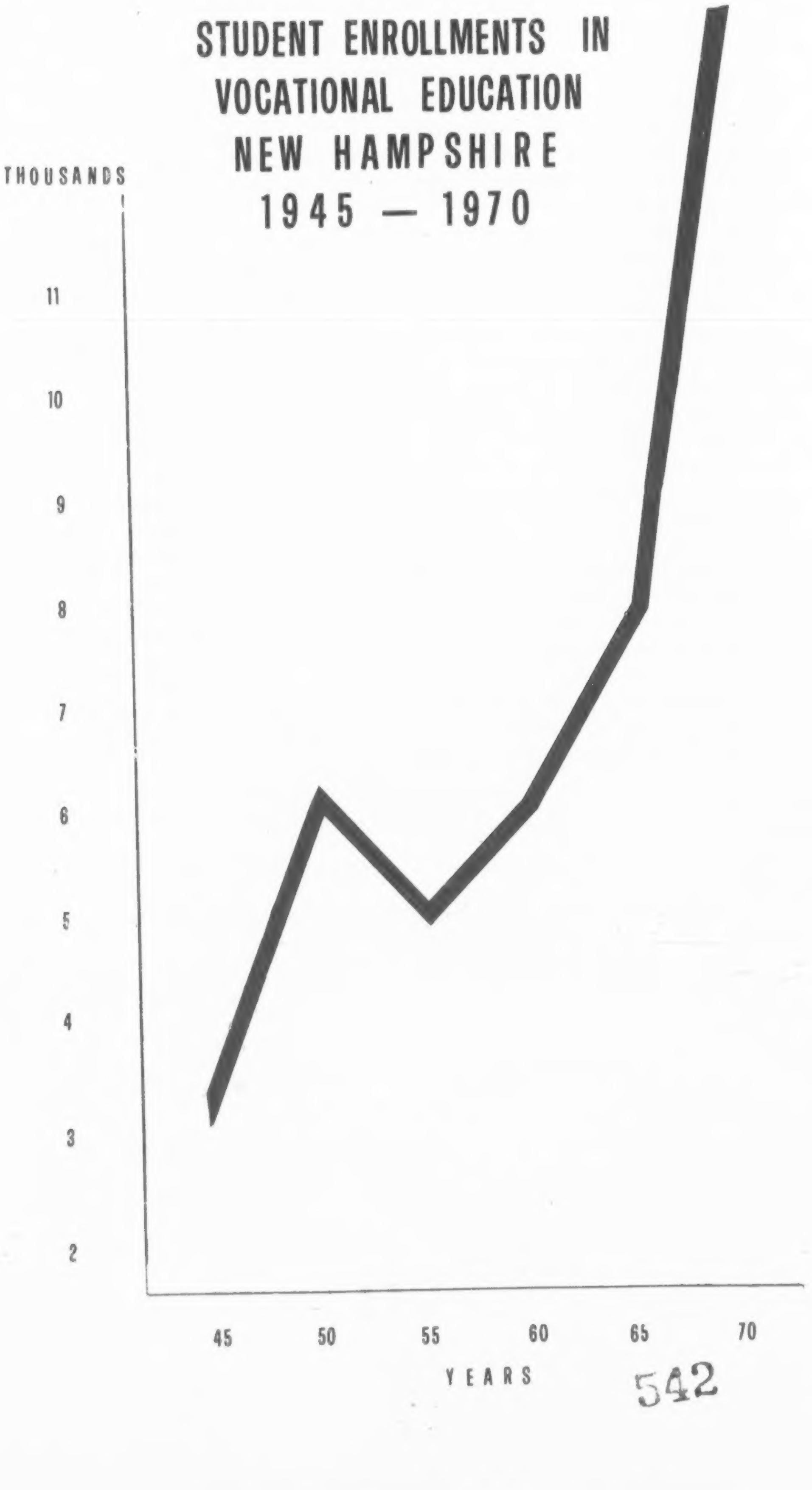
May I thank you, Mr. Chairman and the members of the committee for providing me with the opportunity to present this testimony for your consideration.

I urge your continued support in vocational education now and in the future.

Mr. Chairman, I have some charts which I would like to have included as a part of the record.

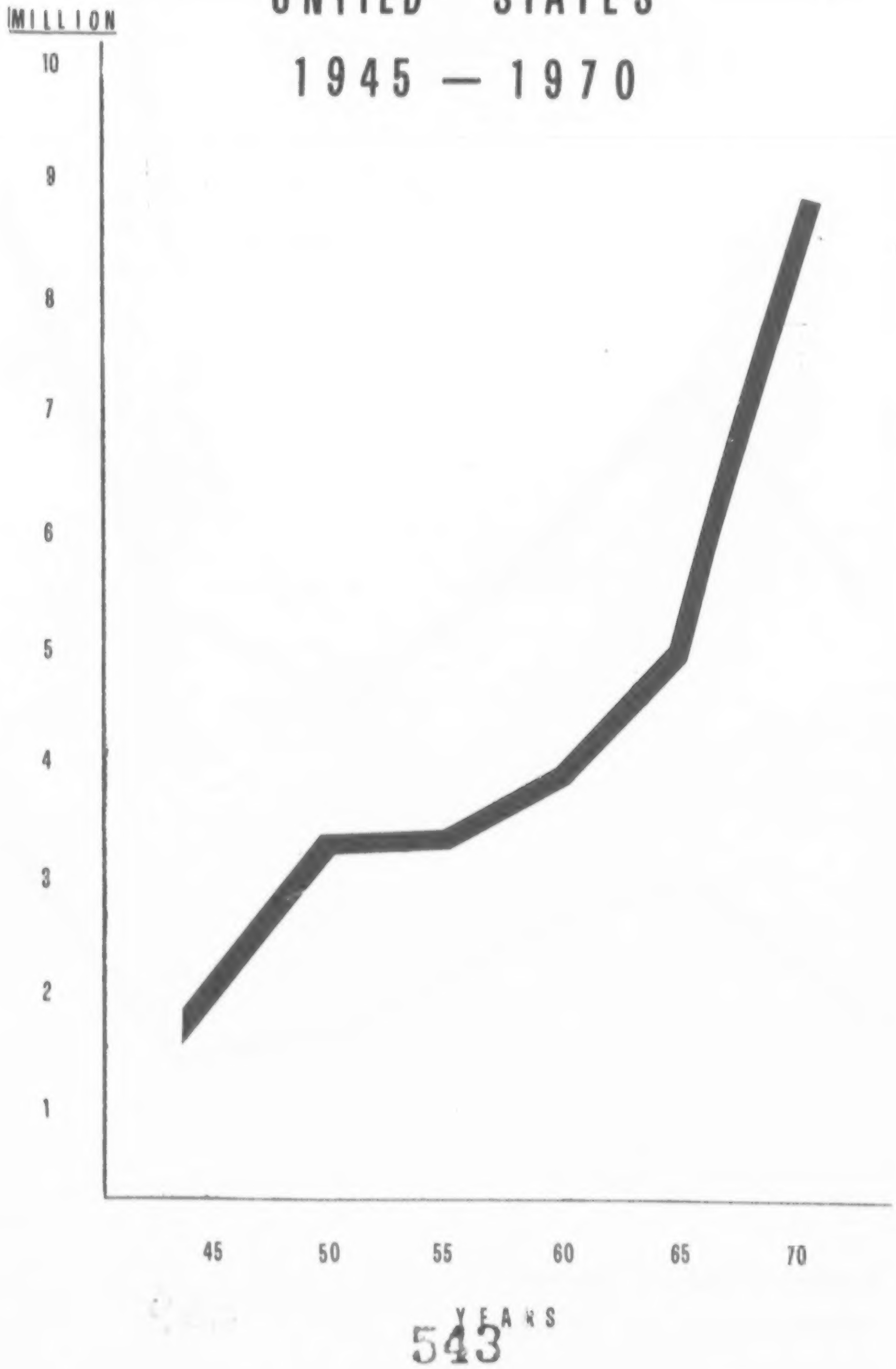
Mr. PUCINSKI. So ordered.

(The charts follow:)



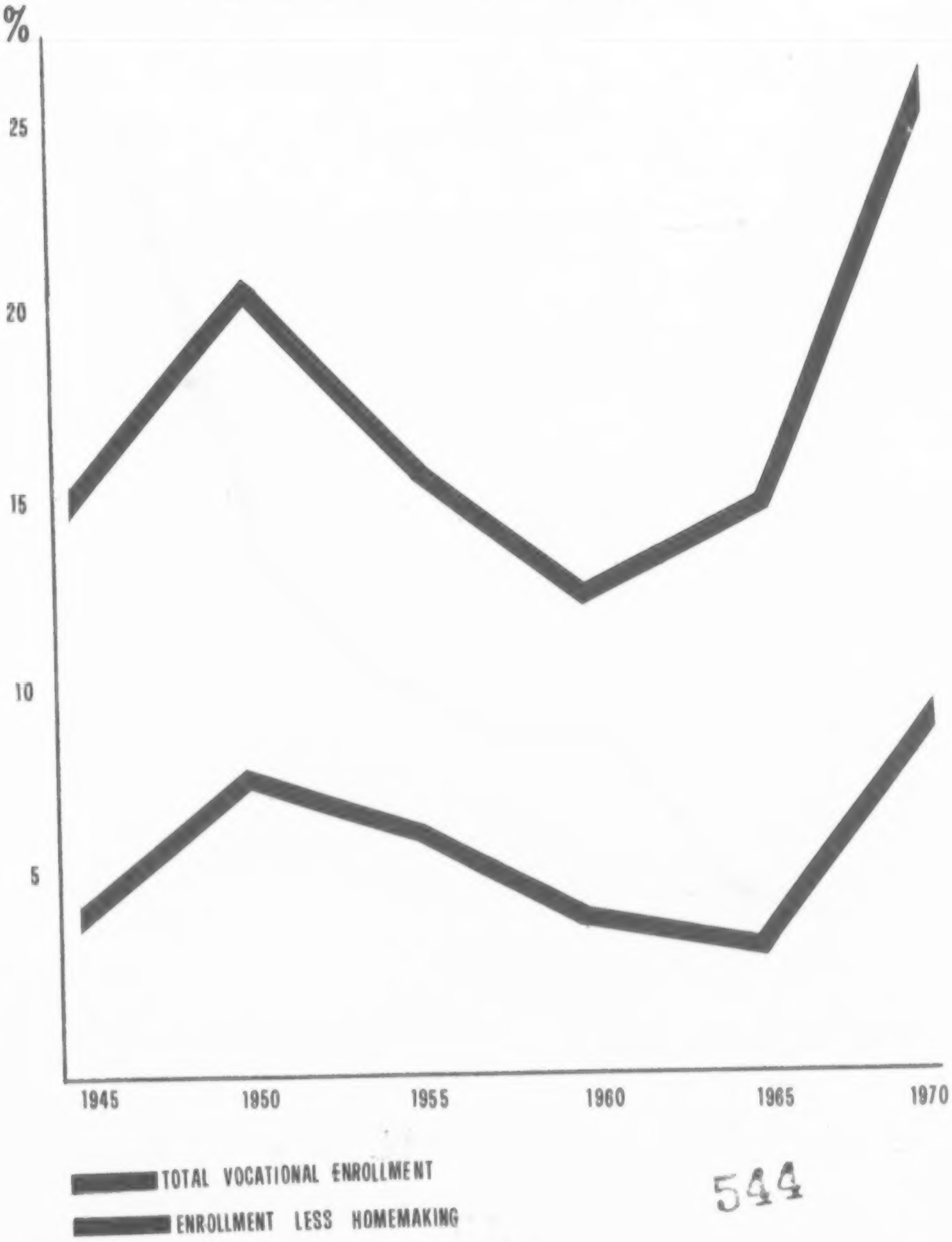
STUDENT ENROLLMENTS IN VOCATIONAL EDUCATION NEW HAMPSHIRE 1945 — 1970

STUDENT ENROLLMENTS IN VOCATIONAL EDUCATION UNITED STATES 1945 — 1970



PERCENTAGE NEW HAMPSHIRE HIGH SCHOOL STUDENTS ENROLLED IN VOCATIONAL EDUCATION

1945 — 1970

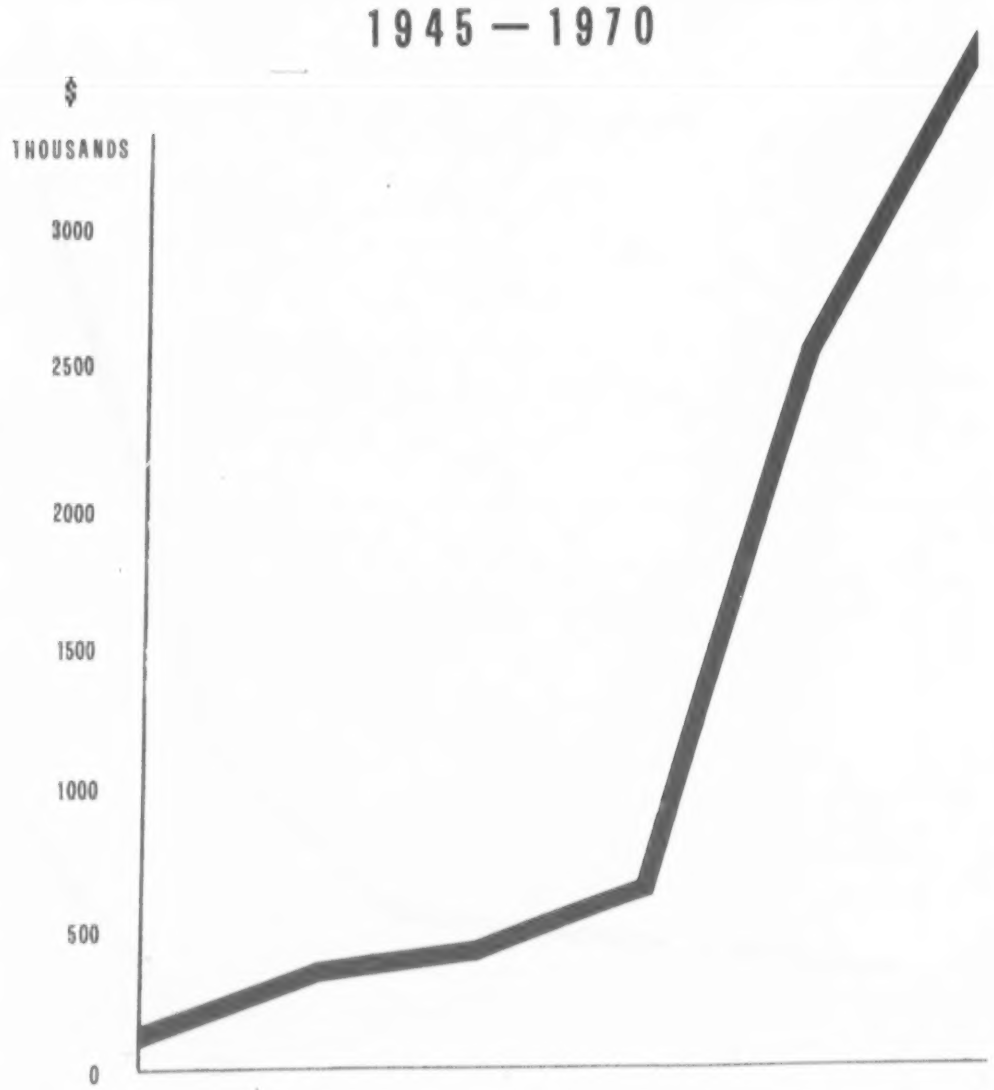


NEW HAMPSHIRE INVESTMENT

(LOCAL — STATE — FEDERAL)

IN VOCATIONAL EDUCATION

1945 — 1970

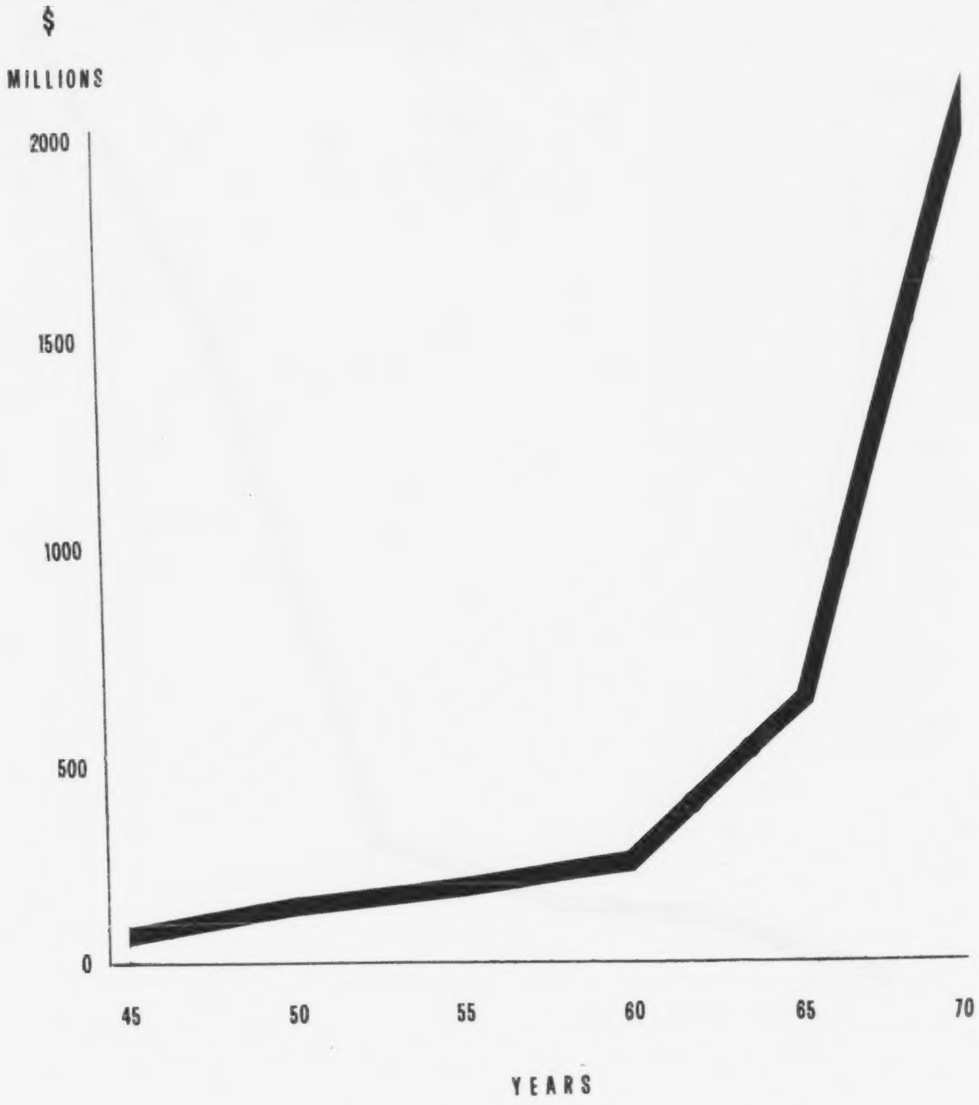


UNITED STATES INVESTMENT

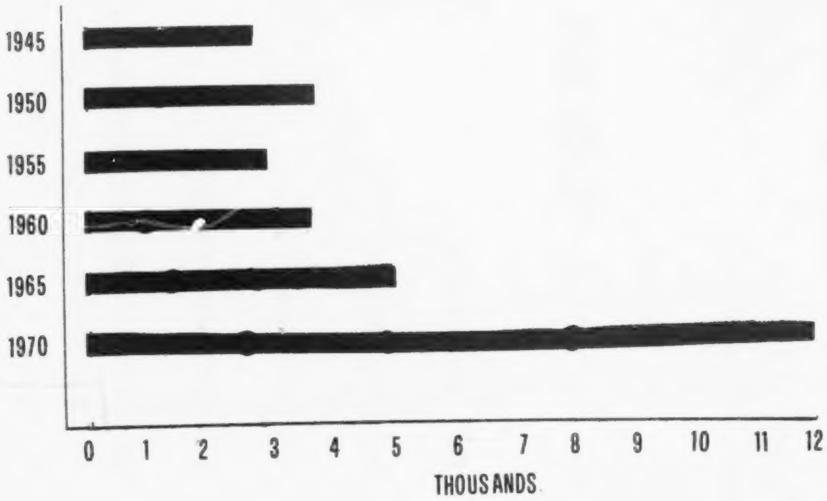
(LOCAL — STATE — FEDERAL)

IN VOCATIONAL EDUCATION

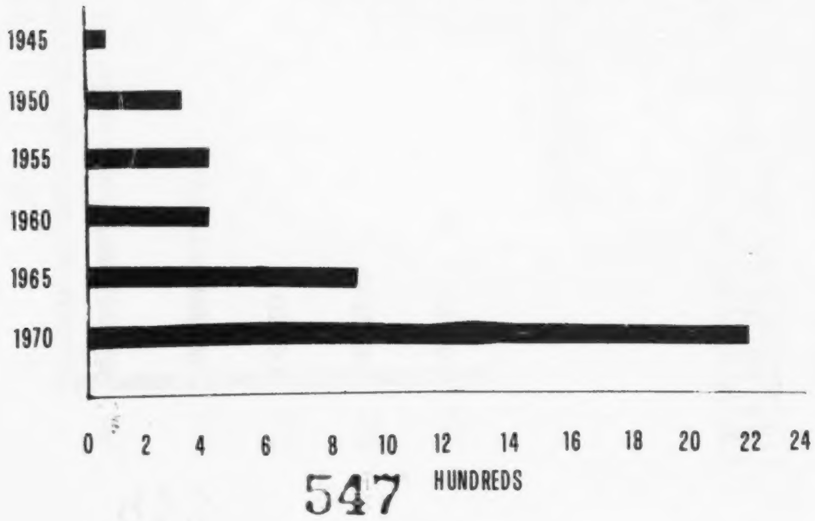
1945 — 1970



NEW HAMPSHIRE HIGH SCHOOL ENROLLMENTS IN VOCATIONAL EDUCATION 1945 — 1970

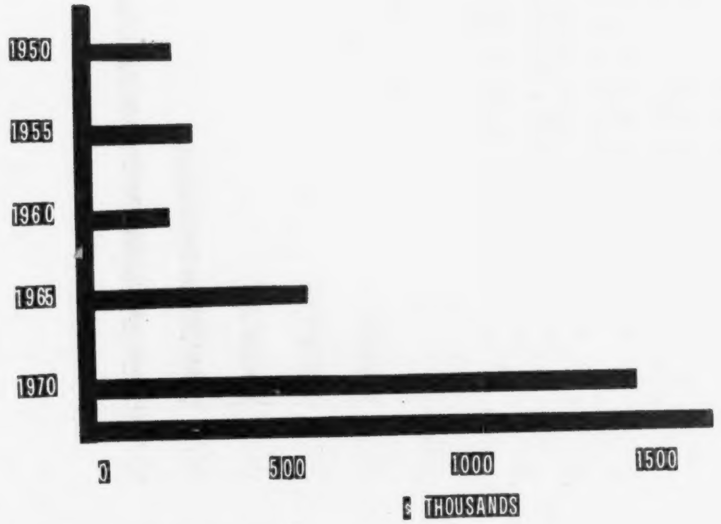


NEW HAMPSHIRE POST-SECONDARY ENROLLMENTS IN VOCATIONAL EDUCATION 1945 — 1970



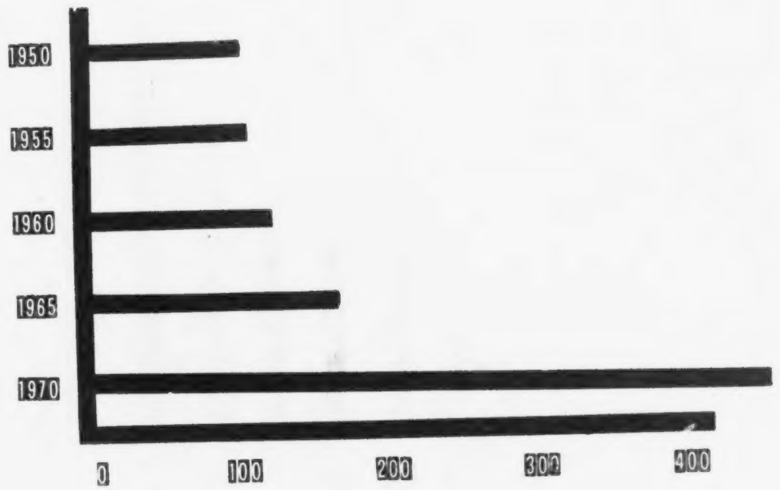
NEW HAMPSHIRE TECHNICAL INSTITUTE AND VOCATIONAL—TECHNICAL COLLEGES 1950—1970

INVESTMENTS#



N.H. NET APPROPRIATIONS

GRADUATES



Mr. **Pucinski**. Mr. Andrew, you heard the statements and the discussions that we have had on research.

I notice that you added another staff member, and some secretarial help.

That mandatory set-aside that we have in the 1968 amendment for research, is that working out?

Now, we have a 10-percent set-aside, 5 percent goes to the States.

Is that helping, is that working out, or is it not reaching you?

Mr. **Andrew**. I would have to say, Mr. Chairman, that prior to 1963 and 1968, that we had no research component in vocational education at all, and the addition of this one staff member was due to the amount set aside to establish this program.

We found one of the crying needs was to create an interest on the part of local school people.

Educators in general, need to take a look at themselves, take a look at their operations, and determine what needs they have, and we have done a considerable amount of work with the local school district people, and with our research programs, the Federal funds have helped at the State level itself.

Mr. **Pucinski**. As you know, and as I look at your statement, and the supporting documentation that you presented to all of these gentlemen, and I am looking at the ones now from New Hampshire, and this is really a warehouse of information, and it does indicate to me that there is a revolution occurring in American education, that perhaps we are not aware of.

I look here, at the enrollment figures, in your own State, student enrollment, from 1945 to 1970, and you have had a fantastic increase in education, and it could very well prove to be the salvation of the American public educational system.

I think the parents have become more and more disillusioned, and maybe they have regained their confidence in the system.

In your State, I was impressed with the figure from 3,000 in 1945 to well over 15,000 to 18,000.

What are the exact figures?

Mr. **Andrew**. The total enrollment is in the area of 20,000, but it went off that particular chart.

I do not have the exact figure with me. These charts were prepared by our research unit, and were for vocational education week, and we got this information from graphs and charts displayed in our State Capitol.

The percentage, is even more important to us, Mr. Chairman, the fact that we have moved in 1962, from about 4 percent of the students enrolled in what I call basic vocational education, or about 12 percent at that time, including home economics, to a situation, where we now have about 25 percent enrolled, and about 13 percent of that is in the wage earning type of occupation, so that we have more than doubled our enrollments in this 8-year period.

Mr. **Pucinski**. It seems to me, from the figures presented by you and some of the other spokesmen, with this huge increase in enrollment, in vocational education, it seems to me, that the professionals development act ought to place the highest priority on vocational teachers.

Now, is that being done?

Do you have the resources for training the teachers that you need for this fantastic growth in vocational attendance?

Mr. Andrew. We are just beginning to make an impact in that area, Mr. Chairman.

Using funds from the EPDA, we have added to our staff, a person to work only in the area of vocational education, and we have one person in the entire department working in this area.

Mr. Pucinski. But is USOE going along with you, giving you the kind of priorities that you need, or are we still training social scientists and what not, that the more sophisticated colleges want?

Are we getting in there, and are you getting the money you need?

Mr. Andrew. We are not getting much money in there at the present time.

What we are getting, we are taking out of the allocation of the vocational act itself.

Mr. Radcliffe. My understanding is that only about 70 of some 4,000 Ph. D.'s are trained under EPDA.

Mr. Pucinski. I hope you are going after that EPDA. You need them, and if you do not get the money, I hope you are going to tell us about it, because it is quite obvious to me that the American public school system will be saved by the vocational educator, and I do hope that as you move in, I am glad to hear you putting in new emphasis on EPDA, and I think I can speak for this committee, that we are certainly going to give you all of the help you need, if the EPDA is not providing you with the kind of funding you need to train teachers.

Obviously the teacher, the vocational teacher, has to be a much more sophisticated breed of cat than he or she was 10, 12, 15 or 20 years ago in vocational education, and that is what that EPDA is there for, and it is not doing the job if it is not being used, and if you are not getting it, I hope you will tell us about it.

Mr. Andrew. One of the comments I would like to make and it is extremely complex to get into it. We have a problem where we have to get in and compete for funds and after the work is complete we are not sure we will get the funds.

With a small staff, we have to establish priorities, as to where we will have these people work. Right now, I am not sure that the amount of time he is putting in is worth the amount of effort we are going through for what we are going to get out of it.

Mr. Pucinski. You keep us posted on this though.

STATEMENT OF JOSEPH MURPHY, ASSOCIATE COMMISSIONER, DIVISION OF VOCATIONAL EDUCATION, CONNECTICUT

Mr. Pucinski. Now, Dr. Murphy, you are the associate commissioner of the division of vocational education for the State of Connecticut?

Dr. Murphy. That is correct.

Mr. Chairman and members of the subcommittee, I appreciate the opportunity to appear before you to testify on the progress made in vocational education in Connecticut and to offer a few suggestions for improvement of the law and its administration.

The Vocational Education Amendments of 1968 have enabled the State of Connecticut to achieve many worthwhile goals.

As a result of increased funding, new and improved programs serving a greater variety of students have been developed.

Some of the areas in which there has been significant growth are identified below:

POSTSECONDARY

Though the State of Connecticut has provided considerable support to its four State technical colleges and eight State community colleges, the availability of Federal funds for occupational programs has made it possible to expand these programs and to establish a requirement of student placement for all occupational programs.

The latter requirement on all vocational programs funded by the State has made occupational programs more meaningful and more closely related to manpower needs.

The occupational education enrollment in postsecondary programs has increased by 143 percent from 1968 to 1970.

DISADVANTAGED

The emphasis on serving disadvantaged youth and adults has been sorely needed.

Despite the vagueness of definitions, through the funds available under this act, 976 percent more disadvantaged students were enrolled in vocational programs for the period from 1968 to 1970.

The additional funds made available for 1971 under section 102(b) of the Vocational Education Amendments of 1968 should provide for greater expansion of the programs for disadvantaged.

HANDICAPPED

In 1968, no funds and no enrollments were reported under the category of "Handicapped."

In 1970, programs were developed to the extent that 607 handicapped students were enrolled in occupational programs. The late approval of funds made it impossible to develop more programs in this year; however, a large increase is expected in fiscal 1971.

The flexibility provided under the act in reference to contracting procedures made it possible to provide funds to sheltered workshops, Goodwill Industries, and other vocational rehabilitation centers.

RESEARCH

The funding of research has been on a "hot and cold" basis.

When specific grants for the establishment and operation of research coordinating units were provided, many studies dealing with manpower needs, extensive graduate followup, characteristics of new employees and job requirements as well as studies of admission requirements and problems of early school leavers were made.

A dearth of research funds and the necessity of compiling extensive statistical data for State plan purposes tended to reduce the activities in research.

However, with recent increases in research funding, it is hoped that new studies of characteristics of vocational students, long-range followup of graduates of vocational-agriculture programs, developmental career orientation programs and other applied studies may be instituted.

REIMBURSEMENT CHANGES

A funding support program has been developed under the 1968 amendments to Vocational Education Act of 1963 which provides greater support and gives priority to programs serving disadvantaged or handicapped as well as greater support to local school districts according to need.

A community need factor considers and weighs the tax wealth, number of school dropouts, number of youth unemployed, unemployment rate and the number of children on aid for dependent children.

The composite score of the above factors for each school district will determine the percentage of funding of the excess costs for programs in these school districts and will also be used to identify depressed and priority areas of support.

In addition to the community need factor, each program shall be rated according to its quality, the degree to which it serves disadvantaged or handicapped, immediate manpower need, long-range manpower need, extent of preparation for post secondary program, and the newness or recency of this program.

The combination of the community need factor and the program priority has effectively increased the amount of support to large cities as well as to specific programs which serve disadvantaged or handicapped people.

STATE ADVISORY COUNCIL CONTRIBUTION

The State advisory council has recommended greater support be provided for vocational guidance and career orientation programs.

It has also recommended that all teachers be required to take a course in vocational education or in the "world of work."

They have also recommended that focus be placed on the disadvantaged. All these recommendations have been beneficial in enabling the State department of education to move in this direction.

CAREER ORIENTATION AND VOCATIONAL GUIDANCE

Through funds made available under "Part D: Exemplary Programs and Projects," pilot programs in career orientation are presently being conducted.

These programs, ranging from the third grade through high school, provide students with field and shop experiences for exploration as well as individual assessment in order to enable students to make better career choices.

Funds from part A of the Vocational Education Act have been used to support vocational guidance counselors at the high school level who work with noncollege youth providing information concerning vocational education and apprentice opportunities as well as offering a job placement service.

At the middle and junior high level, these counselors develop career orientation programs to provide students with the knowledge of the world of work and their own individual characteristics.

PROBLEMS EXISTING UNDER THE CURRENT VOCATIONAL ACT

The rigidity of the present act and the attempt to restrict the States to a fixed pattern, handicaps the growth of vocational education.

The set-asides and the separate categories do not enable a State to use vocational funds according to the varying needs of the individual States.

For instance, the availability of funds for cooperative vocational education may be of limited value when jobs are scarce.

It might be preferable at a given time to use these funds for institutional programs. It is conceivable that in some States the support provided for the handicapped or the postsecondary programs through State and local funds is at a level so that the mandatory requirement of utilization of Federal funds may not result in the best utilization of funds and greatest benefit to students.

In view of the problem of receiving late notification of the availability of Federal funds and the late receipt of grant awards, it is impossible to properly plan for the best use of these funds.

In the same way, the receipt of reporting forms midyear or at the close of a year to be applied for the current year or in the following year does not provide time for the setting up of a proper system of data collection.

The State plan with its minutia does not properly function as a planning instrument.

A great deal of time is spent on the rewriting of this document according to rigid regulations.

This time would be better spent in planning than in filling in the requested statistical data. Five-year projections are impressive sounding projections but of limited value in the changing social and economic picture.

Better definitions are needed of the disadvantaged and the prepostsecondary programs.

Mr. Chairman, I have a chart I wish to have made a part of the record.

Mr. **Pucinski**. So ordered.

(The chart follows:)

CONNECTICUT STATE DEPARTMENT OF EDUCATION

A COMPARISON OF VOCATIONAL PROGRAMS FOR THE YEARS 1965, 1968, AND 1970

Program	Date	Total moneys	State moneys	Local moneys	Federal moneys	Percent increased enrollment from 1968 to 1970	Enrollment
Postsecondary	1968	$2,184,831	$1,736,544		$448,286		5,220
Disadvantaged	1968	416,372	40,038	$287,849	88,484		1,271
Handicapped	1968						
Research	1968	31,048					
Secondary	1968	8,319,512	3,595,074	3,311,817	1,412,620		45,734
Postsecondary	1970	4,153,900	3,825,847		328,053	143	7,462
Disadvantaged	1970	2,142,696	17,545	1,679,615	445,536	976	12,407
Handicapped	1970	66,153		2,202	63,951		607
Research	1970	55,129					
Secondary	1970	10,459,157	3,380,786	6,054,416	1,023,955	123	56,237
Postsecondary	1965	1,226,189	661,457		564,732		2,031
Disadvantaged	1965	3,618	1,809		1,809		5
Handicapped	1965						
Research	1965						
Secondary	1965	3,568,620	2,606,344	126,375	835,900		14,617

Dr. MURPHY. There are several suggestions for improving the Federal law and administration of manpower training programs.

The present procedure of funding through the Department of Labor to Health, Education, and Welfare to State education agencies is slow and cumbersome.

I suggest that money be appropriated to HEW directly, who in turn might allocate up to 50 percent of the funds of the State's training allotment during the first quarter.

As projects are developed, funds could be replaced by HEW in this pool and the interim money would be available to start training.

Such a method of funding could help minimize or eliminate duplication and overlapping of programs. This would be subject to HEW audit to insure compliance with Federal regulations.

Federal directives indicate how moneys are to be spent, based on national data which does not always fit the needs of a particular State or area within the State.

It is suggested that State should have the authority to mix the OJT allotments and institutional funds according to the manpower needs within the State.

MDTA funds have a 2-year life. However, projects cannot be modified according to needs after a 9-month interval without prior approval from Washington. This frequently results in long delays. It is suggested that the State should have the authority to modify and change projects during the life of the fiscal allocation according to manpower needs.

This would provide flexibility so often sought.

Statute and regulations indicate that priority should be given to skill centers. Some agencies ignore these Federal directives.

It is suggested that wherever Federal funds are used for training purposes, agencies should be required to show in writing that a skill center could not or would not assist them.

It is suggested that skill centers should be funded for more than a 1-year period to provide greater continuity and flexibility necessary to maintain quality and adequate staffing.

Mr. PUCINSKI. Now, I would like to ask you, you make a big point out of postsecondary here.

The 15-percent mandatory set-aside in the 68 amendments, has that proven helpful?

Dr. MURPHY. We do have problems. In Connecticut, since 1946, the State of Connecticut has put considerable money into facilities for trade, and technical education.

We now do have a State-operated system of technical institutes and community colleges, and, the State has provided funds at a high level for staff and construction.

The Federal funds were used primarily as a cutting edge to encourage them to go into new directions, like pretech courses, to take minority groups particularly, to try to bring them up to a level that they might have a better chance to succeed, and after we got some programs started like this in the legislature, the costs in following years were transferred to State funds.

In our State, where the postsecondary were highly State funded, some of the Federal funds might have brought better returns, in some other activities, whether it be the handicapped, the disadvantaged, or some other.

Mr. Pucinski. How does Connecticut spend its vocational education money for the disadvantaged?

You have a figure of a percentage more disadvantaged students were involved in vocational schools.

What sort of schools, and how do you recruit people, and what are the facilities; how do they get to schools; are these existing vocational schools, and do you have new facilities?

Dr. Murphy. This is a a complex question in the State of Connecticut.

Mr. Pucinski. I asked the question because the great champion of this whole cause is your Senator Ribicoff, and I was just wondering what his own State was doing.

Dr. Murphy. Every legislature up to the present time since 1946 has approved the capital construction facilities, so this has been helpful, particularly with the support of industry.

One of the difficulties here, Congressman, is the definition of what is the disadvantaged.

There are 12 different definitions. In the way the definition is written for vocational, so some can come from the ghetto area, and they are on welfare, and the father is not around, but, through the techniques the teachers are using, it is helping these kids, and the program is growing, but the students are not classified as disadvantaged.

Mr. Pucinski. Can you give us any suggestion on how we can more precisely identify the disadvantaged?

Dr. Murphy. I would like to take part in a discussion to try to resolve this.

It is not as simply as giving a single answer. In vocational there are several definitions, and there are many categories.

Mr. Pucinski. That is a good point you make out.

Dr. Murphy. Could I react to some of the comments made earlier?

You indicated the general desire to make every school really an occupation training center.

There are some paradoxes here.

In Connecticut, the commissioner of higher education says that 80 percent of all high school graduates should have the right to go on to postsecondary education, yet, at the present time only, 55 percent of those graduating are going to some form of schooling.

This percentage does not include the 20-percent dropout that occurs.

One of the main problems, I see here, is the attitude and the background of the average teacher in the elementary and secondary schools, and general administrators, that there is this emphasis for the 80 percent to go on to college.

Up to this point, there has not been the understanding of the person who does not want to go on to college, who could benefit by some other offerings. and we do not have the support of the thinking for this individual.

Mr. Pucinski. You see, the problem that I personally feel so strongly about, every youngster in this country getting some career education, is that—if you will, look at the statistics of what happens to our college bound students.

Now, it is true that 50 percent of our high school graduates go on to college, but only 10 percent complete the course.

I think now it is 19 percent.

I think that figure has gone up a little bit. The greatest single social trend in America is the college dropout, who is totally and completely and absolutely unprepared as a young adult, for the world of work.

At least, the kid who has never gone to college, he is kind of psychologically geared for the fact that he will be doing something, but the young idealist who goes on to college, and then things blossom out, and then he discovers for some reason, sometimes beyond his control, he does not make it, that youngster is just, in my judgment, in a tremendous jam.

What a great feeling it would be if he had a fallback position in the event, for some reason or other, he did not make it through the college experience, and that is why I feel so strongly.

We ought to gear every youngster so that he ought to have some concept of the world of work.

Dr. MURPHY. I agree with this, that more attention and funds should be provided for this.

The problem, under EPDA, is that there is hardly a drop coming out of the faucet, relative to vocational education, but on the other hand, there is not a big well of funds available for EPDA for the preparation of teachers, the elementary and secondary teachers, to have a real effect, so there is a lack of understanding of the world of work.

Many teachers have gone through high school, have gone on to college, and then started teaching, but there is a need to make the general teachers aware of the world of work so that they may better counsel and work with the students.

Mr. PUCINSKI. Do you people in Connecticut—and I will probably be asking this question of all of the witnesses—do you use any title I money for vocational education?

Dr. MURPHY. I have not been successful in obtaining or linking title I funds.

Mr. PUCINSKI. This is what we are trying to do. We are trying to turn this system around. Everybody seems to think that you can only spend vocational education money for career education, and this to me is a very shortsighted view.

I think that we ought to recognize the fact that career education is an integral part of education, just as important as all of the other subjects, and we ought to be using not only vocational education money, but vocational education money ought to be used to supplement the regular basic course for careers, but I can think of no reason why we are not using title I money for some form of career guidance and career orientation.

In my city, they think nothing of spending $980,000 to sign a contract with the Chicago Symphony to expose youngsters to concerts, which I think is great. I have no quarrel with that, but how much nicer it would be to use that $980,000 to teach the youngsters how to read, how to prepare themselves for job orientation.

Dr. MURPHY. I agree. I thought this was a natural, that the vocational funds, and title I funds, supplement one another.

I would say the 1968 amendments did help in this respect of coordinating special education funds, rehabilitation funds, and vocational funds in a coordinated effort, and we do have some task forces trying to reach out together as a source of support.

Were there any other questions?

Mr. PUCINSKI. Let me go to Dr. Padham.

STATEMENT OF ELWOOD PADHAM, DIRECTOR, BUREAU OF VOCATIONAL EDUCATION, MAINE

Mr. PUCINSKI. Mr. Padham, I know that you have a very interesting film and slide presentation, but I think perhaps we would like to hear from you, and we do have our official reporter and your statement, and maybe we can go into your statement and then have some discussion, and then the film report, should time permit, after all of the witnesses.

We will look at the film presentation at that time.

Mr. PADHAM. That is fine with me.

Mr. Chairman and members of the Education Subcommittee, I am Elwood Padham, assistant commissioner of the Bureau of Vocational & Adult Education, Maine State Department of Education.

The State of Maine is most appreciative of this opportunity to testify on Public Law 90-576, the Vocational Education Amendments of 1968.

Maine is a rural State as large as the other five New England States combined. It has a population density of 29 persons per square mile, with approximately 1 million persons living in an area of 33,000 square miles.

Mr. Chairman, prior to passage of the Vocational Education Act of 1963, less than one-third of the public high schools and less than one-fourth of the private high schools offered any type of vocational preparation for the youth of Maine.

Public high schools (total)	177
Public high schools having any vocational education	57
Private high schools (total)	60
Private high schools having any vocational education	13

In Maine in 1962, only one high school offered a program of distributive education and only 13 high schools offered programs in trade and industrial education.

High schools having vocational home economics	53
High schools having vocational agriculture	28
High schools having trade and industrial education	13
High schools having distributive education	1

In Maine in 1962, only 14 students were taking distributive education.

In contrast to this, almost 4,000 students were enrolled in vocational home economics.

Enrollment in vocational home economics	3, 935
Enrollment in vocational agriculture	1, 101
Enrollment in trade and industrial education	517
Enrollment in distributive education	14

In Maine in 1962, no adults were enrolled in adult home economics. In contrast, 1,116 adults were enrolled in adult fire service training.

Enrollment in adult fire service training	1, 116
Enrollment in adult trade and industrial education	703
Enrollment in adult vocational agriculture	240
Enrollment in adult distributive education	55
Enrollment in adult vocational home economics	0

In Maine in 1962, one postsecondary vocational-technical institute, founded in 1946, was in operation in modest facilities.

More adequate facilities were made available when Fort Preble in South Portland was acquired, and the institute moved to the new site in 1952.

In 1962, 360 students were enrolled in eight programs such as automotive, building construction, and so forth.

In 1962, Maine's programs of vocational education were funded from the following sources:

State funds (approximately)	$261, 772
Local funds (approximately)	272, 135
Federal funds (approximately)	288, 125
Total	822, 032

It was evident in 1962, therefore, that on the basis of comparisons with other States, Maine was far behind in promoting and supporting vocational education for the high school, post high school and adult classes.

After passage of the Vocational Education Act of 1963 and the Vocational Education Amendments of 1968 the Federal Government poured millions of dollars into the arteries of the vocational education system.

Maine hopes that this massive infusion is only the beginning.

The act and the amendments motivated Maine to increase its own contributions so that the total expenditure for vocational education has expanded greatly.

For the purposes of this presentation the secondary schools were divided into those operating regional technical vocational centers and those offering one or more vocational courses.

The types of vocationally approved courses offered in 149 Maine secondary schools, public and private, during the 1969–70 school year, not including the regional technical and vocational centers:

Courses	*Number of schools offering*
Agriculture	10
Business and office	96
Distributive and marketing	4
Home economics	60
Trade and industrial	7
Work experience (cooperative)	12

Number of students enrolled in vocationally approved courses offered in 149 Maine secondary schools, public and private, during the 1969–70 school year, not including the regional technical vocational centers:

	Enrollment		
	Boys	Girls	Total
Agriculture	422	----------	422
Business and office	2, 211	7, 156	9, 367
Distributive and marketing	97	113	210
Home economics	80	2, 096	2, 176
Trades and industry	814	34	848
Work experience (cooperative)	52	44	96
Total	3, 676	9, 443	13, 119

The facilities for these programs were provided from State and local sources.

Funding of these programs was shared as follows:

State	$345,000
Local	4,074,000
Federal	317,000
Total	$4,736,000

It should be mentioned that 109 senior high schools have industrial arts programs with an enrollment of 13,216 students.

The instructional costs and construction of facilities are supported by State and local funds.

Thirteen regional technical and vocational centers were in operation during the school year 1970–71, two of them for the first time.

The full-time day enrollment in these regional technical and vocational centers is 6,454. Twenty-two different types of vocational courses are offered in these 13 regional centers which serve 82 administrative units. To operate the 13 centers for the school year cost:

State	$1,900,000
Local	750,000
Federal	325,000
Total	$2,975,000

The State pays two-third of the operating costs and the local community pays the remaining one-third of the cost.

The Federal funds are allotted on a formula basis.

All construction costs are shared by State and local systems on a 75–25 basis. The cost of construction has ranged from $850,000 to $3,500,000. No Federal funds were used in these construction projects.

All regional technical vocational centers offer adult vocational education courses, with an estimated enrollment of 2,000 for school year 1970–71.

The State pays 90 percent and the local community 10 percent of the operating costs of all adult vocational education programs.

Under State law the State board of education is authorized to establish, maintain, and operate State vocational-technical institutes and schools of practical nursing.

Six vocational-technical institutes were in operation during the school year 1970–71, one of them for the first time.

This was a combined program, involving one of the regional technical vocational centers.

It costs the State $3,500,000 annually to operate these six institutes. The Federal Government contributes $275,000 to $300,000.

Approximately 1,800 students are enrolled in these vocational-technical institutes. Construction has cost the States $8 million, with another $1 million of Federal funds used over a 3-year period.

Due to the 40-percent set-asides of the Vocational Education Amendments of 1968, it is impossible for the State of Maine to allocate funds for construction. The Federal funds we receive are allotted and used for other purposes.

The vocational-technical institutes served approximately 5,000 adults this past year in restraining and upgrading programs; this was paid for with State and Federal funds on a 50–50 basis.

For the first time in the history of vocational education in Maine, the Bureau of Vocational Education has developed 40 programs for disadvantaged boys and girls in 40 communities.

Over 800 individuals are being served by these programs, which are funded from part B, 15-percent set-asides and 102(b), disadvantaged.

Eight programs for the mentally handicapped, among 250 individuals, were started in fiscal 1970. Each program provides for prevocational training and has provisions for work experience in the curriculum. The part B, 10-percent set-aside funded these programs for handicapped persons.

Vocational education in Maine today is still experiencing its greatest period of growth.

Since the enactment of the Vocational Education Act of 1963 and the 1968 amendments, vocational education has shown evidence of becoming an increasingly effective and dynamic force in the State.

I now concern myself with emphasizing the need for extending authorizations for Public Law 90–576. Increased funding is needed under grants to States (sec. 102(a)).

Maine needs more funds to expand post-secondary vocational education. Four students apply for every available slot in our vocational-technical institutes. We must offer more programs if we are to serve the needs of young adults in Maine.

Additional Federal funds are needed for construction of six new regional technical vocational centers to complete the long-range plans for secondary school vocational education.

We also urge extension of the authorizations found in section 102(b), disadvantaged, part D (exemplary programs), part E (residential facilities), part F (consumer and homemaking education), part G (cooperative programs) and part H (work study).

We support extension and authorized funding of the present law and suggest increased funding for grants to States (sec. 102(a)). All sections of the act are currently funded at less than the levels authorized.

In order to make continued progress in the development of vocational education in the State of Maine and to move even more forcefully in the direction given by Public Law 90–576 we should have continued authorization for those programs such as section 102(b), disadvantaged, part C (research), part D (exemplary programs), part F (consmer and homemaking education), part G (cooperative programs) and part H (work study), just now getting underway.

We especially urge this subcommittee to continue supporting section 102(b), disadvantaged, part F, consumer and homemaking education, and part G (cooperative programs) and part H (work study), just now getting underway.

We especially urge this subcommittee to continue supporting section 102(b), disadvantaged, part F, consumer and homemaking education, and part G, cooperative education, because in our sparsely populated State we can reach out with these programs to individuals who need education provided by these sections of the act.

We also urge this subcommittee to continue support for residential vocational education facilities (part E).

This section of the act has never been funded. Maine has residential vocational education facilities, but it needs additional facilities to serve students who live great distances from our schools; and who want and have the right to benefit from this type of education.

The Federal Government has suggested the construction of residential facilities for practically every college campus throughout the Nation. It seems only reasonable to support this responsibility at a lower level.

In conclusion, may I say that Maine has made great efforts to fund vocational education adequately at the State and local level since the passage of the Vocational Education Act of 1963. Maine's tax burden is heavy, and we need additional funds from the Federal Government to help vocational education continue to grow. We have many more individuals of ages 14 to 65 who need these services—please help us.

May I again express appreciation for this opportunity to present my views. I hope you will accept my major recommendations and thank you very much for the opportunity to appear before this committee.

I would like to point out, before the Vocational Act of 1963, we had approximately 5,000 students involved in vocational education programs, but since that time, with the Vocational Education Act of 1963, and the 1968 amendments, we have moved in the direction of developing 13 regional technical vocational centers, and these centers range in cost from $850,000 to $3 million, State and local efforts fund these regional centers, and they are tied to a comprehensive school. These center are serving 82 administrative units in the State.

Maine is a large State, and sparsely populated but we are finding these regional centers very successful, because they are reaching out and serving many students that never had opportunity to participate in vocational education, so we have moved from about 10 percent of the student population involved in vocational education to about 38 percent involved in vocational education, and I would also like to point out before the Vocational Act of 1963, we had one vocational technical institute, and now we have six vocational technical institutes, and we are serving students that need this kind of education, and in our office, we are in a reorganization, and we hope to correlate and tie together the regional technical vocational centers, and the post secondary programs, so we can have an opportunity available for students from grades 11 through 14.

I also would like to point out we do not need additional funds for construction if there is any way possible to complete our master plan we have laid out for our high school students.

We feel the disadvantaged moneys have been very helpful to us.

We are serving 1,087 students. We have also had an opportunity to staff some handicapped programs, which is the first time in the history of Maine, so we are certainly thankful that this large sum of money became available through the Vocational Act of 1963 and 1968, and it motivated our State to move in the direction of getting more funds for the students that need this type of education.

Mr. PUCINSKI. Now, Mr. Padham, and perhaps the other members, these vocational schools that all of you have been talking about, I presume, for the most part, they are integrated?

Mr. PADHAM. Yes.

Mr. PUCINSKI. We do not have any problems on that score; do we?

Mr. Padham. No.

Mr. Pucinski. Is there anyone that has run into any problems?

Mr. Padham. No.

Mr. Pucinski. It seems to me that everyone talks about problems of integration, but it seems to me that vocational education, it offers perhaps the greatest single opportunity for integrating educational opportunities in a way, and I am not aware of any problems, any vocational schools in this country has, and it is rather unique and interesting, that of all of the turmoil you read about, in America, you very seldom read about the turmoil that can be traced to racial antagonism in the vocational schools, even though you have a rather high ratio of minority youngsters in those vocational schools that are enrolled.

Would you gentlemen care to comment?

Mr. Padham. We do not have any problems in the State of Maine at all, as far as the integrating of students is concerned in vocational programs.

One thing we hope to do, we hope to design our curriculum in such a way, and have the flexibility that some students can move in and out of programs at anytime, so we can serve many more students than we are serving now.

We have a program operating at one of our regional centers, and we are making available facilities from 4 in the afternoon, to 10 in the evening, so that students can come and get an education they need if they have to work all day.

Mr. Pucinski. I notice there is not any great concern about busing in the vocational education area.

You presume that children will be traveling long distances, and you accept it, and I have never heard of any particular criticism at that particular educational level, am I correct about that?

Mr. Padham. We have residential and vocational facilities, at all our postsecondary schools.

We do at the present time, we hope, that funds will be available in the near future so that we can build additional residential facilities for some of our students that do live and travel great distances.

We have students that attend the vocational-technical institutes that travel at least 35 miles.

Mr. Pucinski. Are these integrated?

Mr. Padham. Yes.

Mr. Pucinski. I think that there is an interesting correlation the fact that your vocational facilities, as far as I can see around the country, are pretty well integrated, is it because there is a kind of dignity in the courses you teach that keeps anxieties to a minimum?

How do you explain that? How do you explain the fact we do not see in vocational schools the kind of tension that you find in many other schools?

Dr. Murphy. The kids are there for a purpose. I think they know why they are there, even the day after Martin Luther King was killed, where in several of our cities, they closed our schools. The vocational schools were not closed. This is not unique in Connecticut. This was repeated throughout the country. When the SDS were in some of our vocational colleges, the kids said they could not afford to take the time off.

I don't know whether the minority groups are making use of the opportunities to the extent that they might. This seems to have changed within the last 2 years. The minority groups particularly with the black population felt that when they completed vocational programs, they would not have a job, but I think there has been a turn in this, and I think that through manpower training, they do find they become employed, so I believe the history of opportunities for the black minority has changed.

Another problem, is due to the heavy influx of the Puerto Rican Spanish-speaking people, that is not totally resolved, because of the bilingual problem.

Mr. Bowen. Our experience in Rhode Island, and I think it is quite consistent with what I discover through reading, in other parts of the country, is that vocational education may represent relevant education in comparison to academic education.

Kids like to go there, as Joe Murphy said, kids feel that it has some meaning to them.

One experience we had in Providence, just a couple of months ago, in a racially tense situation, all of the youngsters were on the street in demonstrations, except for one building, and that was the vocational education building.

All of the buildings in the complex underwent some damage, except one building, the vocational education building.

Kids want to be there. They identified with it, and they felt it had some meaning to them.

I think this is quite standard throughout the country, from the reading I have done.

Mr. Andrew. In New Hampshire we do not have any problem.

We have very few individuals who would be involved. I think one of the things that does concern us, Mr. Chairman, is that the contention that perhaps every school or every facility that is providing education should have a certain population of blacks, or others in the minority groups. We have had a recent situation in our State, where private educational facilities in vocational education were criticized for not having this kind of complex, and for recruiting from predominantly urban and high schools.

We are a small State, and we have only white urban high schools. They are the only places where we can recruit, and our State institutions were created for our State people, thus our recruitment has to be that way. I think we have to be careful that we be not pressed this way, to do things we are not set up to do.

Mr. Pucinski. I think that is a very good point, and I think perhaps some of it could be charged to over-zealousness on the part of some bureaucrat, who looks at your State, and thinks he is in New York City or something.

Mr. Watson. Our situation, as far as minority groups, is very similar to New Hampshire.

A very small percentage of our population is a minority population, so basically we have no problem. However, I would like to react to one of your statements, Mr. Chairman, relating to the lack of need for instructional facilities and laboratories, in vocational education, and the fact that perhaps cooperative vocational education can provide the total training experience.

I think we have to recognize that there are differing problems in different States.

My State, Vermont, is a sparsely settled State. We have no community in the State with more than 36,000 population. Our major problem is getting enough students together to effectively and efficiently provide a variety of vocational education opportunities, and in many of our communities, the opportunity for students to find training experience through placement on the job is limited.

The range of jobs are limited, the numbers of job opportunities are limited, and we are finding that the best combination in our situation seems to be some preemployment training in a school facility, and then to supplement the training with job placement, job experience.

Mr. Pucinski. I think you are right, and I certainly did not mean to imply, at least, I hope nobody thought I did, but putting emphasis on utilizing existing plant facilities, that we did not see a need for area vocational schools, and various other facilities.

This is going to become even more and more pronounced as we get into more sophisticated job training programs, but I do think we can utilize our existing plants.

If we are going to give every youngster a career education, we will have to use every piece of space we can find, including the new buildings we are going to build.

Mr. Knox. This facility thing is a real bind with us.

We open a new school, and immediately we have twice as many students at the door as the school will accommodate.

We are finding several school systems are going into leasing facilities built to their specifications.

A week ago, a school that will be built next year, voted on a Wednesday to lease a facility, and on Thursday, the man was clearing the land, and next September we will have two new shops in related classrooms in operation, at no capital investment to the community, at no 5-year planning time, no bond sales, and the State will pay half of the cost of the rent on a State level.

I am looking for somebody right now who will build about a $12 million vocational school and lease it to us.

This same school, by the way, is thinking of leasing a hospital. They have a hospital 20 years old being consolidated, and it is available, and they want to lease the entire hospital.

Mr. Pucinski. That is the way to go. Especially, we had testimony this morning, it took them 3 years to build the Trotter School, 3 years after all of the planning was done to build the Trotter.

This was a regular elementary.

Mr. Knox. It can go further.

Mr. Pucinski. So you are suggesting, that perhaps the lease arrangement might be one way to consider.

This is very good.

Gentlemen, I appreciate your statement on this whole question of integration, because it does seem to me, around the country, as I view the turmoil that exists in many of our schools, we just are not getting that kind of statistic from our vocational schools, and this is true, right across the whole Nation, so there must be something about a vocational school, I think, Dr. Bowen you make the point that they know why they are there.

Maybe the vocational schools are proving to America there is not really as much wrong with our kids as we think there is, when we give them something meaningful and worthwhile, but you put them in a school environment, where they are not spinning wheels, and that is why I feel so strong about vocational education.

Mrs. **Hicks**. I wonder, do you have now in your vocational education programs, something like data processing, and these newer concepts of vocational education?

Mr. **Andrew**. We do at the postsecondary level, and we are just beginning to move into the secondary area.

It has been a slow operation to move into this thing and in this direction, because New Hampshire is in the unique position of providing the smallest amount of State aid to its schools, and everything is done with property taxes. We have had very slow movement, and we are just beginning to move into that area.

We are expanding into the health areas now.

Dr. **Bowen**. We in Rhode Island traditionally offered the standard vocational subjects, mechanics, carpenters, this kind of thing.

We have moved recently into new programs being offered in Rhode Island for the first time, including barbering, cosmotology, commercial art, data processing, fashion design, nursing, and these are secondary level programs.

We are considering right now running into fire sciences, heavy equipment operation, marine science and oceanography, plastics, programs which we feel have a greater meaning to Rhode Island, because the State is moving much closer to a service orientation, as opposed to an industrial orientation.

This is the projection we are making for the future of our State, and we are trying to keep pace with it by providing these programs.

Mrs. **Hicks**. That is what I wanted to know.

Mr. **Keating**. In our new operations resource center, we will be operating in about five different clusters.

We have data processing which will be a part of that cluster, health, and human services, and the manufacturing cluster, plus a few others.

We have listing maybe about 25 to 30 occupations, which we will be offering in this new occupation and resource center.

To go over a point that the gentleman from Rhode Island said, about unrest in schools, we had some unrest in our schools, and I checked around some of our vocational schools, those existing in the school system, and those in which kids walked out of school, and where they caused considerable trouble, and I found out the kids taking part in the shop programs, they stayed right with their classes.

Mr. **Knox**. You might tell about Joe Ippolito's operation in that time.

Mr. **Keating**. I do not know if Joe is coming up later on, are you, Joe?

He is, so I will leave it to him when he comes up to the platform.

Mr. **Pucinski**. Very good. Gentlemen, you have all, I think, had an opportunity to see H.R. 7429.

I do not know if you have had a chance to read it or not. It is a bill introduced by our colleague, Mr. Quie, a member of our committee, and a number of other members, including myself, and it is a bill to insure opportunity for occupational assistance, to provide financial assistance for postsecondary occupation programs, and to strengthen the concept of occupation preparation.

This bill places an even further and heavier emphasis on vocational education than we have had up to now, and in particular, it would set up a Bureau of Occupational Education, in the Office of Education, with a Deputy Commissioner to run it.

I was wondering if any of you would care to comment at this time, either on the bill, or the concept, if you wish?

Why don't we start with you, Mr. Keating?

Mr. KEATING. I was wondering on the emphasis on the postsecondary.

Will this take any money out of the secondary level?

If it did, I would feel opposed to the bill, because we feel our big clout in Boston is in that secondary level.

Mr. PUCINSKI. I am not aware we want to take money out of the secondary level.

We would be very much opposed to that, because whatever postsecondary level, we have now 15 percent set aside.

Mr. KEATING. The provisions in the new bill will actually increase that percentage?

Mr. PUCINSKI. I would think it would.

Mr. KEATING. Then, fine.

Mr. PUCINSKI. Mr. Radcliffe, who played a key role in drafting the bill, assures us this would be in addition to, not in lieu of.

Mr. KEATING. In that case, I would be with that bill. I am for the bill.

Dr. MURPHY. I would say one of the encouraging parts of this would be the fact it does call for a relationship to vocational education, this would insure vocational programs which can really be developed at the postsecondary level as opposed to just funds disappearing.

This is one phase to this bill which we call career orientation, reaching down into the elementary schools, and the concept that is growing. There is much work that has to be done, working with youngsters much sooner, to wipe out some of the problem areas, and this will help youngsters make more valid choices. This can snowball, that as youngsters make these choices, provisions will have to be made so that the programs and services can be provided, particularly in vocational education.

Mr. PUCINSKI. I listen to our conventional educators, and they always get so up tight that a youngster is going to learn something and maybe not need it, and I don't know why they do not take that attitude to all of the other subjects we teach in the elementary schools.

Why do they always say, you really should not fool around with vocational education at those levels, because these kinds will change their minds.

My son just got through struggling with a lot of algebra, that he assures me he will never use in his life. I do not know if he will ever use it. I don't know, but it seems to me we should not be all that concerned. I think I am safe in saying when I was a young boy, I had been a trained engineer. Maybe I should not have been. I don't know.

Dr. MURPHY. This goes back to the point I was trying to make earlier.

As we try to bring about a change, I believe changes have to be made in the institutions that prepare teachers.

Dr. Bowen. I personally feel supportive of provisions of the bill, inasmuch as we can expect greater services out of the U.S. Division of Vocational Education, and we are in sore need of these.

Certainly the bill carries the promise of increased funding, which all of us indicate is required.

In addition, I feel the provisions of the bill will be greeted warmly in Rhode Island, where we are trying to integrate an entire educational experience for youngsters, including exposure to youngsters at an early level, so in these respects, the bill finds a lot of support with me.

Mr. Andrew. I think in my prepared testimony I referred to the bill on three different parts, I pointed out we are very much in favor of this bill.

I think one thing that has not been mentioned which the bill does create, I hope, and that is a cooperative working relationship.

We have seen in our experience at least too many different pieces of Federal legislation trying to attack the training problem, and assigning training to other agencies. To us this bill gives strength to creating a cooperative working relationship between the junior colleges, community colleges, and vocational education at the secondary level.

I think, in addition to that, the idea of moving down into the elementary grades, something we are already doing as a result of exemplary programs, is very important. Through the Vocational Act exemplary moneys, we developed a program, grades 7–12, at one school. The program has already moved down into grade 2 and they are talking about revamping their entire social studies program around the "world of work" concept for elementary school children.

Finally, I hit, in my testimony, the need for the U.S. Office of Education to provide leadership not only at the national level but at the regional level. I think I speak for all the directors here in Boston and for New England that when the field supervision has been cut back 50 percent in the last year, it has done a great deal to hurt us in our State operation. If this bill will help to strengthen the regional offices as well, we are certainly in support of it.

Mr. Pucinski. In line with your suggestion for cooperation, I am pleased to advise you that this subcommittee, which has basic jurisdiction over vocational education, is now working very closely with Congressman Daniels, who is chairman of the subcommittee which has jurisdiction over the manpower program, and with Congresswoman Edith Green, who has basic jurisdiction over postsecondary education, so that between the three of us, we are working together very closely. Counsels here, both Mr. Jennings and Mr. Radcliffe, are working with counsel for the other two committees, and are trying to dovetail the respective jurisdictions, so that when we do come up with a bill, it is going to reflect some degree of cooperation along the lines that you suggested, and I might just add a little footnote, I want to compliment all of you for the excellent job you did in shooting down the substitute the other day.

Mr. Radcliffe says 4 months of his life went down the drain with it, but, you see, what that indicated the other day was a very strong desire, obviously on the part of the House, that when we do write the manpower program, the vocational education people have to be tied into it, more than you were in the substitute bill. I think that when we do come up with a manpower reform act later in this session, it is going to reflect a lot of the thinking out where the new bureau will be placed, what the role of that bureau will be in reference to the present U.S. office staff now.

My judgment is that it would be placed in the Office of Education, and the offices and the agencies now in the USOE would be phased into the Bureau of Occupational Education, but it would take on a co-equal standing in the Office of Education, and the main thrust of this bill is to bury once and for all the idea that somehow or other vocational education is for a low, select group of American students, or dingalings, and we feel very strongly that the time has come when vocational education must pace or at least be co-equal in stature in the American educational family, and the purpose of this bill is to merge the existing vocational education bureaus in USOE, and to give them a voice at the elbow of the Commissioner.

Mr. **Watson.** I feel very strongly that vocational education is long overdue; that is, in attaining the status which this provision of the bill would provide, and certainly it is supportive of that concept.

I can only at this point in time say that I support the other features of the bill as they have been interpreted at this meeting.

Dr. **Murphy.** There is a concern I have here, as we have been talking vocational education, from the kindergarten to the grave, the concern is the need for articulation of this education.

In at least 18 States you have a separation of educational agencies, where you have a commission of higher education, and you have a State board of education. There may be a problem about occupational education being secondary education, or postsecondary, and at the same time make sure that there is coordination of these activities.

Mr. **Pucinski.** It should be obvious that we are striving between basic education and vocational education, and somehow or other, I get the feeling we are getting there.

Reluctantly our basic educators are coming around to the realization that while we do not in any way criticize basic education, that the youngster still has to learn to read and write—communicate—above all.

He does all of these things so much better when there is a career incentive surrounding the basic learning process.

Mr. **Keating.** I just want to correct one impression. We said we were training 10 or 12 percent. I did not include business education. We run that separately, but if you add it on, another 4,000 high school kids are receiving training in business occupations, typing, shorthand, bookkeeping, and accounting, and that increases our percentage considerably, and, also, we have a technical high school which gives training in the machine area, woodworking, drafting, and I know we do not consider this vocational, but it still is of a vocational nature, and we also have considerable industrialized offerings, which is in line with career orientation, which is being sponsored by Sidney Marland, so this would come up to a figure that we are hitting almost 40 percent of our high school population.

Mr. **Pucinski.** I presume from reading all of your statements that I am correct in assuming that all of you recommend continuation of the 68 amendments which come up for renewal by July of next year?

Is there anyone that does not agree with renewal?

You gentlemen can be of enormous help to us, if you would be so good, by incorporating some specific recommendations. Dr. Bowen, you made a good point on a precise definition of a disadvantaged youngster, and I would ask the counsel to look into that.

Now, are there any other suggestions that you can make in order to strengthen this bill when it comes up for renewal, if you have any, we would be more than happy, and we would be most grateful to you if you would communicate them to us through correspondence, because that is the way we can make these bills more effective, only by hearing from you.

Dr. Murphy. A problem we have is planning the lateness of receiving notification of allotments, secondly, the lateness in the grant awards, and third the latness of the forms that have to be filled out for the past year. People are on vacation during the summer.

If you can do something about this, there will be much better planning.

Mr. Pucinski. I hope the representative of HEW will include that in their report.

Gentlemen, we are most grateful to you for taking time out to be with us.

As you can see, we have got a kind of tight schedule, but I think this has been one of the most interesting sessions that I have had on vocational education.

I want to thank Mr. Charles I. Folts of the New England Resource Center for Occupational Education for helping the organization of this panel, and I want to thank all of you, and I do hope, Dr. Padham, that you will not be leaving, because I would like to see those slides when we get through with the next witnesses, so I may prevail on you, unless you are in an awful big hurry.

I would like to see what you have done in the 6 or 8 years that are recorded there, so if we may ask you to please stay, I would like to see those as soon as we get through with the next panel.

Thank you very much, and you are very kind for being with us this afternoon.

We are very pleased to have with us Dr. Barbara Jackson, educational director, Model Cities, Boston; Mr. Joseph I. Ippolito, assistant director, title I program, Boston High School; and Dr. Prentis M. Moore, president, University Without Walls, Roxbury.

Now, first of all, I want to apologize for keeping you here so long.

As you can see, our committee has very broad jurisdiction, and so when we come into a hearing like this, we try to cover as broad a base as we can, and I think you will have to admit that the discussion with these State administrators represents somewhere in the vicinity of perhaps 30 or 40 million people, and a proportionate number of youngsters, and it was very necessary to get the testimony, because we will be looking at these bills which come up for renewal, specifically this one, which comes up for renewal next July 1, so I apologize to you for delaying you.

We will proceed with Dr. Jackson.

I have always found the most interesting information comes from witnesses that we have a give and take on elaborating certain points of their testimony, so, Dr. Jackson, first read your statement, or summarize it, and then we will have a question and answer session.

Following Dr. Jackson we will hear from Mr. Ippolito and Dr. Moore, so I would say that this part of this afternoon's session should be very interesting.

You may proceed, Dr. Jackson.

STATEMENT OF DR. BARBARA L. JACKSON, ASSISTANT ADMINISTRATOR FOR EDUCATION AND TRAINING, BOSTON MODEL CITY ADMINISTRATION

Dr. Jackson. Mr. Chairman and members of the committee, first I want to thank you for inviting me to testify before you this afternoon and to express my appreciation for your decision to hold hearings in Boston, since much of this legislation affects Boston and other Northern cities.

Let me first speak to the three bills which are concerned with encouraging quality, integrated education.

I feel there are important differences among these bills differences which are critical in the degree of leadership and incentive they give to those of us in cities who face increasingly difficult problems in providing quality education.

All the bills presume integrated education to be good. There is no need to quote statistics and studies which show that integration is desirable for both white and black children.

But what does need to be stressed is what exactly we mean by the word "integration." For too long, integration has been defined only by the majority group who viewed the melting pot as our ultimate goal.

I think we must now, as a Nation, move beyond the melting pot idea. We are beginning to see the value and strength in cultural pluralism, in the strength inherent in the diversity of our peoples, and the unique contributions each group has to make to the Nation as a whole.

This is indicated not only by the accomplishments of and recognition given to black people and the black culture, but also in our increased awareness of the Spanish-speaking, Indian, Oriental, Irish, Italian, and other ethnic and racial groups who are America.

This diversity of culture has always been the strength of America, although only recently has it become a value to be maintained.

If this Nation is to remain healthy, the diversity that has been America must be strengthened, not diluted.

The vanguard for this kind of new commitment must come from the cities, for the term "urban" means multiethnic, multiracial, multicultural.

And integration of all children in the schools of our cities provides the opportunity and the challenge to realize this American ideal.

Desegregation, or "racial balance" to use the term more familiar in Massachusetts and Boston, while a prerequisite to integregation, is not the same as integration.

Integrated education allows various cultures to learn from and with one another in a way which supports strong social identity, strong cultural identity, and strong individual identity.

Merely desegregating a school so that both black and white children attend is not necessarily integrating a school in this sense. It is, rather, the quality of educational experiences shared by students which must be the criteria.

A prerequisite for integration is thus a commitment to integrate. Some northern cities have been slow to make a commitment to integrated, quality education. But in my years working in Boston and in this State, I have seen signs which suggest that such a commitment could be made here.

In 1965, Massachusetts became a the first State in the Union to mandate the elimination of racial imbalance in its schools.

Since that time, despite a growing minority population and a decreasing white population, Boston has attempted to comply with that law.

A building program has been initiated, including several new schools planned to relieve racial imbalance.

The open enrollment policy, designed to allow black students from imbalanced schools to enroll in balanced schools, is another mechanism used.

Much of the planning for these efforts has been done by the educational planning center, a planning and research department of the Boston public schools, charged to design both long- and short-term plans to improve education in Boston.

The new Monroe Trotter School is an example of Boston's commitment to maintain a quality, integrated school. The support of the partnership concept, originally proposed by the model city administration, is another example of the willingness of the school department to work for new schools and new programs which provide integrated education.

The partnership program is designed to tap many of the resources available in the city, in an elementary program providing quality education in an integrated resource center setting.

I have appended a description of that program.

Recognizing that it must be able to meet changing urban educational needs, the Boston school department has implemented an administrative reorganization which streamlines the system and enables it to respond more directly and comprehensively to these needs.

This reorganization was undertaken subsequently to a study done by Joseph Cronin, of the Harvard Graduate School of Education, a study which the school committee itself commissioned.

The school department is increasingly sensitive to changing community needs.

Through the King-Timilty Advisory Council, supported by funds from title III, efforts to bring community responsibility into school decisions has resulted in an impressive percentage increase in the number of black administrators and community paraprofessionals in the schools.

The Quincy School project has seen the school department share responsibility for planning a new school—both the facility and the educational program—with the community which the school is to serve.

Boston's growing bilingual programs are perhaps the most important indication of the system's awareness of the need to change educational programs to meet changed needs in the city.

In addition, Boston supports a work-study program, an innovative subsystem, and several open classroom experiments at the elementary level.

It is now initiating an open campus plan at the secondary school level, using resources found in the city's institutions of higher learning.

The school department has begun an increased recruitment of minority staff members, and is currently tapping university and college talent to formulate urban-oriented, program-specific teacher training programs.

In addition, Boston has several programs which are metropolitan in character, such as the Educational Collobarative (EdCo), METCO, and Operation Exodus.

As a result of these programs, the State now finances transportation which helps to reduce racial imbalance.

All of these programs represent a cooperative effort at the metropolitan level and are ways to meet the racial imbalance law.

The Educational Collobarative has recently received a title III grant to set up a metropolitan reading center in Boston, and has a program to improve special education classes throughout the metropolitan area.

In addition to these ongoing programs, members of the Boston School Committee have begun to explore the possibility for dealing with racial integration on a metropolitan scale.

Boston has made this kind of progress, too infrequently publicized, despite tremendous hardships inherent in a city where 54 percent of the total property base is tax exempt, and where a strong parochial school system takes a high percentage of the city's "advantaged" pupils out of the public schools.

The frustrations of maintaining quality education in Boston have also resulted in many of the "advantaged" children opting for other private schools, including three new community schools which were started primarily by black parents as an option to the inner city public schools.

Still another alternative is the State experimental school funded directly by the State department of education and serving children from Boston and the suburbs.

Despite numerous signs of progress toward quality education in Boston, however, the number of imbalanced schools has increased from 46 in 1965 to 64 now.

A broader commitment is clearly necessary in Boston. And Boston is a city, manageable in scale and size, with a history of decisions which have influenced the Nation, with a black school population which is 32.7 percent of the total school population, with a populace which can be mobilized to support quality, integrated education—in short, Boston is a city where I firmly believe it to be possible to balance schools.

I do not ignore the real problem inherent in this effort, and I believe that ultimately the solution must be found in metropolitanization.

What is now demanded in Boston and elsewhere is courageous leadership.

Strong legislation supports this kind of leadership. It is for this reason that I am in favor of S. 1557.

It itself shows both courage and concern on the part of our elected congressional representatives which must be applauded.

A national commitment is clear in this bill. It provides incentives in local situations where pressures may be more intense.

In urging your support for S. 1557, I must also urge you not to support a weakening of the commitments contained in that bill.

It has a combination of features which neither H.R. 2266 nor H.R. 4847 has.

The most important of these features are broadness of purpose, eligibility requirements, provision for bilingual and bicultural programs, the form of community involvement required and the discretionary metropolitan programs.

The breadth of purpose contained in the Senate bill reflects a commitment to deal with the total problem of racial isolation, not superficial aspects of it.

Its purpose includes support for comprehensive planning, without which efforts remain piecemeal.

In addition, the purpose of the legislation is to encourage the establishment and maintenance of stable, quality integrated schools, to assist in eliminating minority group isolation in public school systems and to aid schoolchildren in overcoming the educational disadvantages of minority group isolation.

All of these purposes are necessary; each is needed in the context of the others.

Neither of the House bills addresses itself to the problems of racial isolation in such depth.

The major difference between the Senate bill and the other two bills in eligibility requirements is the necessity for a local educational agency to have a comprehensive integration plan.

As I have stated, a commitment to integration is a prerequisite for integration.

In Boston, where I think such a plan is possible, that plan would be evidence of commitment. The Boston Model City Administration has been working with the Boston School Department to reduce racial imbalance.

We believe these efforts, both our own and those of the school department, have not been sufficient, and we now seek an opportunity to help formulate a comprehensive integration plan for Boston.

Anything less at this point will result only in a continuing increase in imbalanced schools and increased racial isolation for our children.

In S. 1557, funds are reserved for development of and support for bilingual and bicultural programs. This aspect of the bill meets a critical need in Boston, especially in the model neighborhood area, and in other cities, to develop programs for increasingly large communities whose primary language is not English and whose children are cut off from the educational promise of this country by language and cultural barriers.

The Senate bill is the only one of the three bills in which provision for bilingual and bicultural education is adequate, and the only one which speaks of these minorities not as "deprived," but as cultures with much to offer our society.

The kinds of community participation and community responsibility encouraged by the Senate bill are strong features of this legislation.

S. 1557 recognizes the right and responsibility which parents and other community residents have to participate in educational planning and to support educational programs. Too often parents and schols seem to be at odds. Experience is increasingly showing, however, that parents—whether they be from South Boston, Hyde Park or Roxbury—want for their children the same kinds of things which educators want.

And experience is also showing that when community and school people work together, a stronger, more viable school is the result.

One of the programs sponsored by the Boston Model City program is designed to increase the communication and cooperation between schools and their communities. We feel strongly that this kind of effort must be maintained, especially in formulating plans as important as those dealing with school integration. Neither House bill gives more than token recognition to this issue.

S. 1577 also provides discretionary use of 15 percent of the allocation for a variety of metropolitan area projects. As I have said, I believe that the ultimate response to racial isolation must be on a metropolitan scale.

This bill is the only one which provides for this response to the degree necessary for the development of long-range plans of a comprehensive nature.

H.R. 2266 does not recognize this need at all, and H.R. 4847 speaks only of educational parks.

In these five critical areas and in the careful comprehensivesness of the Senate bill lie the important distinctions between it and the two House bills.

The excellence of the Senate bill, its sense of national purpose cannot be ignored. I strongly urge you to support this bill. I urge you to resist weakening it in any of the five areas I have singled out for attention and to resist making it any less comprehensive than it is in its present form.

An important aspect of H.R. 2266 which is not found in S. 1557 is explicit provision for transportation.

While we, in Massachusetts, are less in need of this provision because of our State law which specifically finances transportation related to racial imbalance, other areas may find this need to be critical.

The busing issue in integration debates is too often a red herring.

Many people throughout our Nation, in small towns, rural areas, suburbs and cities, regularly bus their children to school and think nothing of it. What is important to parents in the busing issue is the quality of education their children can expect at the end of the ride.

High quality education requires vast expenditures of money.

Economically, educational problems are similar to many of the problems the city is faced with. And for all these problems, the ultimate solution must be metropolitanized and a regional planning system.

Because I feel that economic problems are those which make it most difficult for cities to formulate long-range, comprehensive integration plans—plans that will not have to be reformulated each year as populations change—I strongly support the Urban Education Improvement Act of 1971, H.R. 7212.

This bill allows the necessary planning time to encourage the successful implementation of a metropolitan integration plan.

In addition to H.R. 4847 and H.R. 2266, there are two other bills before you which I cannot support.

One of them provides badly needed Federal aid to education, but provides it in a manner in which it would do the least good.

H.R. 6179, which favors rural States with low per capita income relative to the national per capita income, is loosely written and provides aid to States with no specific guidelines as to the use of that aid. What is critically needed in the cities is Federal aid which alleviates specific problems and which is not totally controlled at the State level.

Therefore, I respectfully urge you to initiate legislation which will provide the kind of specific Federal aid needed by our cities and which will include sufficient guidelines to provide leadership in the expenditure of that money.

While I am not familiar with all aspects of the Juvenile and Delinquency Control Act, we have submitted a proposal under one section of that act.

We are concerned with parallel structures and divisionary systems.

We need to admit that our present institutions have failed some of our young people.

Rather than seek to fix blame, we need to concentrate on finding new ways to socialize our next generation, preserving what is of value and discarding what no longer serves a purpose.

Our proposed Street Academy, to be financed with juvenile delinquency money and the involvement of DARE, a local group which provides alternatives for the courts, are attempts to demonstrate another way to help young people help themselves.

We need to encourage more such positive approaches, based on a willingness to change traditional ways of doing things.

The Juvenile Delinquency Act provides funds to do this.

H.R. 3101, on the other hand, is based on another premise.

It deals with the impingement of urban crime on our schools.

Urban crime, however, is a much broader issue than crime on our schools. Urban crime, however, is a much broader issue than crime which affects schools, and it must be combated on a broader level.

Education moneys must be used to improve education—which in itself tends to reduce crime—not to combat crime itself.

Many of those youth in our cities who have, for a variety of reasons, not received quality education, are too often those who are involved in criminal acts.

We must see that our schools do not continue to produce youth who are frustrated in the development of their potential.

The guidelines in H.R. 3101 could allow repressive measures to be taken in our schools. As you know, the safety of schools and the means by which schools are made safe is an emotional issue in both the black and the white communities.

I urge you to enact legislation which will help to make our schools places in which all communities can take pride.

Such legislation would address itself to ways to make education meet the needs inherent in all children to learn.

Money already available through the Safe Streets Act—large appropriations, I might add—should be used for the purposes outlined in H.R. 3101 rather than proposing separate legislation to achieve these ends.

The Occupational Education Act of 1971 provides coordination at both the Federal and State levels, where efforts now are often disjointed and overlapping.

It allows for more comprehensiveness, and more specific planning and coordination.

In the model city programs, we have recognized the need for this coordination through our involvement in a vocational education project sponsored by the Urban League, our higher education program, the manpower training program, the careers opportunity program, and the adult education program.

We are attempting to coordinate programs financed by a number of different agencies, but have experiencd difficulties because of differences in guidelines and the absence of coordination at the State and Federal levels.

The passage of the Occupational Education Act would do much to reduce the confusion now felt by agencies and program participants alike.

Mr. Chairman, I have an abstract called the Boston partnership school program, which I would like to have made a part of the record.

Mr. Pucinski. So ordered.

(The abstract follows:)

THE BOSTON PARTNERSHIP SCHOOL PROGRAM

> "The Partnership School concept provides for children from white and non-white schools to come together in an integrated resource center for 60% of their time and to participate in a comprehensive curriculum 100% of the time. The educational program is fully coordinated between home schools and the resource center. School is thus defined not as a single building, but as the integrated program which provides learning experiences for children."

The Concept

The Boston Model City Administration and the Boston School Department have been working over the past year to develop plans for implementing a demonstration of the partnership concept. In this demonstration, children from a predominantly white school and children from a predominantly black school would join each other three days a week in classroom space located in one of the city's major cultural institutions. The resources of these museums and art centers would form an important part of the curriculum for these children.

While de-emphasizing the importance of the "schoolhouse", the partnership program attempts to accomplish a re-organization of learning through quite specific attention to planning for a variety of learning centers, each with its own specialty. First among these is the community school, with its strong local identity and its ability to address itself to specific individual and community concerns. Next are the series of resource centers which include specialized materials and staff not usually available to individual schools. The new program approach calls for a restructuring of the elementary curriculum in order to utilize the broad and varied resources available in public and private institutions in Boston in a program which integrates home school and resource center learning.

The goal of the partnership demonstration is to provide truly integrated education, where children of various ethnic groups interact through common learning experiences, where differences in values and assumptions are recognized and appreciated, where cultural awareness and ethnic diversity are fostered, where each child's self-identity is developed in a program whose culture is truly urban, i.e. multi-cultural, multi-ethnic, multi-racial.

Background

In 1965, the Commonwealth of Massachusetts enacted the Racial Imbalance Act (Ch. 641), mandating the elimination of racial segregation in the public schools of the state. The law requires each public school system to carry out a racial census each year and, where imbalance is found, "to prepare a plan to eliminate such racial imbalance." Racial imbalance exists "when the percent of non-white students in any public school is in excess of fifty percent of the total number of students in such school." The state has the power to withhold state aid and funds for school construction if a school committee "does not show progress within a reasonable time in eliminating racial imbalance in its schools." At the same time, the "School Building Assistance Commission shall increase the amount of grants for schoolhouse construction to sixty-five percent of the approved cost (rather than 40%), whenever the Board of Education is satisfied that the construction or enlargement of a schoolhouse is for the purpose of reducing or eliminating racial imbalance in the school system." "No school committee ... shall be required as part of its plan to transport any pupil to any school outside its jurisdiction or to any school outside the school district established for his neighborhood, if the parent or guardian of such pupil files written objection thereto with such school committee."

The problem facing Boston schools is typical of many northern cities which have concentrations of black or Spanish-speaking people in residential areas, resulting in de facto school segregation. The efforts to comply with the Racial Imbalance Act have focused primarily on two approaches: the building of new schools which would be racially balanced and would decrease imbalance in existing schools; and on an open enrollment policy, designed to allow black students to enroll in schools in predominantly white areas. New school construction has been approved under three concepts: over-built schools in white areas; magnet schools in black areas to attract white enrollment; and fringe area schools built on borders of black and white neighborhoods. Not all of these schools have been completed, but predictions are that planned fringe area schools may not be balanced when they open due to changed neighborhood composition. Despite these efforts, the number of imbalanced schools has increased from 46 in 1965 to 64 now.

Thus the Boston School Department has been wrestling with the problems of racial isolation in a northern urban area for over five years, and the effort expended has not been adequate to prevent increasing racial isolation. The city's minority population is expanding; a new kind of answer must be found. It is in this context that the partnership concept is being proposed as a fourth mechanism by which schools might be built under the law and as a program approach to northern school integration.

The Partnership As An Integration Model

Most arguments in favor of racial integration cite studies indicating that integration improves the education of all children, black and white. Most people, at least in Northern American cities are willing to say that integration is eminently desirable. However, only a few parents (white or black) find integration sufficiently attractive to put their children on cross-town busses in order to obtain the benefits that integration offers. This is so largely because in all too few cases are the parents able to see a clear educational advantage in the integrated situation --

a dramatic educational difference that would warrent sending their children out of district to go to school. The partnership concept offers just such a dramatic advantage.

As an approach to integration, the partnership concept does not rely on static neighborhood composition; even as neighborhoods change, children are assured an integrated edudational experience. It does not rely on bussing children outside of their communities for schooling; rather a strong community identity is fostered in the home school, with resource centers becoming more neutral meeting grounds for children from various commumities. The partnership does not define integration simply as the physical presence of children from different ethnic groups in the same classroom; it posits a shared educational adventure, shared experiences in an education program which consciously seeks to foster the value of ethnic diversity. Although for Boston, it is designed as a part of a construction program, it does not have to rely on new school buildings to achieve integration; the program becomes the means for integration and can be used in old school buildings as well as new.

These aspects of the kind of racial balancing which the partnership allows make the partnership concept more widely applicable in Boston than other mechanisms developed so far. In addition, the concept can be a model for other heterogenous urban areas, both in the use of a big city, with all its wealth of the stuff of human culture and cultures, as a classroom for elementary age children, and as a model for ending urban racial isolation.

Proposal

A proposal for the demonstration of the partnership program has been completed and could be implementated in Boston during the next school year. The proposal has been submitted to the Boston School Committee for approval and inclusion in the 1971 Racial Imbalance Plan.

The pilot demonstration is designed to accommodate 200-240 children, half from a black area and half from a white area of the city. These students and their teachers will be asked to volunteer for the entire three-year period. All elementary grades will be included. The final planning phase will include a teacher and curriculum development program. The newly developed comprehensive curriculum will emphasize teaching of all basic skills and concepts associated with specific developmental stages in the context of the special learning materials and opportunities peculiar to each resource center. An additional componant will be specially designed intergroup relations material. This curriculum will be designed for use 100% of the time, in both the home schools and the resource centers so that the program is fully coordinated among the actual places where learning takes place. Children from two schools will come together for the equivalent of three days a week in the resource center where their teachers and aides form a team. The equivalent of two days a week will be spent in the home school. It is anticipated that in both locations, the children will be grouped to include two or three grade levels. The partnership demonstration, planned by the Boston School Department with the cooperation of the Model City Administration, will bring together institutions, administrators, teachers and parents as structured participants in the program.

Comprehensive curriculum, rather than mere physical proximity will be the new focus of integrated learning. Children, parents and teachers will share experiences which take place in varying locations- in the home schools, at the museum schools and in places throughout the city. The partnership pilot will provide an alternative method of satisfying the Racial Imbalance Act without new buildings. That is, "school" will be defined by the total program, not exclusively by the physical structure known as a "schoolhouse."

At the same time, Model Cities will continue to work closely with the School Department and other consultants to examine the long-range overall implications of implementation of the partnership concept. A long-range facility study will be done to examine the financial, legal and architectural possibilities for a condominium approach to resource centers. Joint occupancy by private museums, public uses (exhibits, performance areas), public school uses, residential uses and other public service uses will be considered as a means to reduce cost and maximize utility of such structures.

Dr. Jackson. Mr. Chairman, I am pleased to have been asked to testify on this particular combination of bills.

In speaking with one of your aides, I gather you would like also to know more about Model Cities educational program, and I am afraid in the time allotted, it would be hard to do both, but I would like to do a little bit of each having this opportunity.

In terms of time constraints, I should be back there planning summer programs for young people out of Model Cities program, which it looks like HUD will let us do it, if they do.

Mr. Pucinski. May I ask you this one question on Model Cities.

Model Cities, in the restructure of a community, and the anticipation of human needs of that community, it really lies to a great extent on the neighborhood school system.

If the community is integrated, then the school serves an integrated community in the Model Cities area, is that correct?

Dr. Jackson. Yes and no; it is kind of a hard one to describe.

Model Cities has been set up to have a geographical area in which it has to demonstrate some new ways to deliver services to the people that live in this area, and in the Boston program, we did think at one time about either decentralizing that particular school district, or trying some different approaches in terms of community involvement in schools, and we decided that may not be the best approach to trying to bring about some changes in Boston schools, and we have tried instead to work within the structure of the Boston schools, and had some success in at least opening many more lines of communication between the people in our area and the schools.

We do have a program to help parents better understand what goes on inside the schools, and the people in the schools, they understand better, and this has been slow to get going, but I think it has a promise of change.

We have really tried to work more toward the combination of an integration and a quality education, and the statement that you have in my statement in supporting the Senate bill, and in hearing part of the testimony this morning, I hate to see the separation of an integrated school system for a quality school system.

I really believe by definition, a quality education must be integrated, partly because of what I believe the value of education, and this morning it sounded like we were talking about training kids with certain kinds of skills, and some of the way the testimony came out, we were not concerned near enough with the kind of people we were trying to create, if at least one of the things, if not the major things we were hoping to happen, is see people be more sensitive to others, and be able to relate and deal with problems in a rational structure kind of way, rather than resorting to other means, and I think integration is a part and parcel of that whole part, so that I would see it necessary to work out, if at all possible, and I think it is possible in a city like Boston, to a lighter degree of integration of children, which means a better kind of education.

Let me just very briefly comment on a couple of the other bills.

In terms of the Senate bill, I am in favor of the comprehensive plan.

Difficult though this may be, I think given the past history of trying voluntary approaches, that it is really very difficult at the local level without a national commitment, which I think this bill has in it, that there is one law of the land and how it is applied in the South, it should be applied in the North, and it has to be in there to help people at the local level to deal with their issues.

It is easier if the national commitment is clear, both to the Congress, as well as the Supreme Court.

These are things that all of us do want to do, and it makes it easier when the pressures are terribly intense at the local level, to be a part of that national commitment.

It also has a stronger section on community participation, and I think this, too, is something we need to work out better and new and different ways so that people can communicate their needs and begin to deal without difference.

There is a lot more built into that bill on community participation.

I think on the special funds that would be available for metropolitan kinds of experiments, and given a place like Boston, that intrigues me most readily as the bill to pass.

If you had cooperation among the seven school sytems, as applied for under title III, and if this were approved for Boston, that would bring people into the city from some of these suburban areas.

I think there are ways of working out solutions to these problems, and we could be encouraged with the kind of money that would be available.

One of the drawbacks of our State racial imbalance law is that it had only negative sanctions.

It did not include the kinds of things that both the Senate and other bills would give a school system for trying to do things.

They could withhold money or not give money for building if the community does not integrate. Many incentives are built into the Senate bill.

I think the whole issue of busing, I know it was very interesting on the vocational education item, on the handicapped, and I think we really have to be very clear on why busing is sometimes accepted and sometimes not accepted.

The purpose often decides whether we object to it, or whether we will go along with it.

We bus handicapped children, and we have done it for many years in rural areas, since it was considered important, and I really believe that there are parents who, if they feel the kind of education their kids are getting at the end that ride is going to be better, would be willing to bus them.

It gets too often out of perspective, but it is a problem, and I think we have to find a base to deal with it.

I am a little disturbed on the Safe School Act. I think there are other grounds that can deal with those very problems of security in the schools, but I would rather see more education money going into educational programs, building the kind of pride in schools that seem to be coming through vocational training schools, but we are not always able to get this into the other schools.

Finally, I did comment on the specific bill, not on the amendments, and I think here again, by earmarking, and by specifying some funds for certain purposes, I think we heard that different groups of people are being attended to.

I am in favor of the Congress earmarking parts of their money for certain kinds of purposes that are a national purpose and a national commitment, and it then does make it easier for a local community to follow through, and I think we have heard through the vocational education, and we have had several experiences in model cities of getting funds that have been earmarked for certain purposes.

Most recently, a project in computer training that we applied for, which was part of the earmarked money for disadvantaged, so I would certainly want to see those amendments continued, and the kind of coordination suggested in the new bill, seems to me, a great step in the right direction.

We find that we have gotten moneys, or we are aware of programs serving the model neighborhood from EPDA, a vocational project, our own higher education programs, adult education. Mr. Moore's college program.

We had at one time a couple of million dollars of programs for adults in this area, but I think this kind of bill would make it easier to conduct this type of program.

Mr. PUCINSKI. You were here this morning when we asked Mr. Hambelton if he thought that the Boston schools could be integrated along the lines, racially balanced along the lines provided in Senate 1557, and Mr. Hambelton was of the judgment that the lines could not be redrawn to achieve that.

Do you share that view?

Dr. JACKSON. I think again it depends on how we define racial balance, and whether or not we are talking about a comprehensive plan, completely in operation before you apply for funds.

I do think it would be difficult, if not impossible, for every school to have a 30–70 percentage, which is about the total school population.

I do not interpret the bill as saying that.

Mr. PUCINSKI. How do you interpret it?

Dr. JACKSON. I interpret it as saying there should be no more than 50 percent nonwhite population.

Mr. PUCINSKI. That is the State law?

Dr. JACKSON. That is the State law.

Mr. PUCINSKI. But the Senate bill calls for a comprehensive plan, and it does call for an appropriate distribution of minority youngsters in each of the schools in a comprehensive plan, comparable to the total population in Boston.

In Boston this would mean that every school in your city in order to qualify for funds under the Senate bill would have to have roughly the 35 percent minority children, and Mr. Hambelton said he did not believe that the district lines could be redrawn in a manner to do that, and the alternative of course then would be a busing program, cross busing and what not.

Now, you say you do not read the bill that way?

Dr. JACKSON. I read it within the last day or two, and I find reading those bills takes a couple of readings, to say the least.

I did not read it quite that specifically.

Given that interpretation, I would tend to agree with Mr. Hambelton, this would be extremely difficult.

I am not ready to say it is impossible, because of the plans we have presented to the school committee, as another way to bring children together in an integrated experience, gets away from using geographical districts as a way to assign kids to school.

We have appended to our statement the plan which you have admitted into the record.

I think we have to think of other ways of bringing the children together, so that we have an integrated experience, and not rely solely on the geographical districting.

In other words, I think if we had the commitment to try to bring about a different balance within the majority of the schools, that there would be ways this could be done.

It would, undoubtedly involve some busing, but I think Mr. Griffith said this morning there are some places in Boston where you could mix kids up along areas, among schools that are geographically close, and that would not require any extensive busing.

I just believe that there are ways that this could and should be looked at, and that there are people in the system that given the kinds of encouragement or commitment, that we may be able to find ways to do it.

I am not suggesting it would be easy.

Mr. PUCINSKI. You say, here again, H.R. 6179, because it provides assistance in a manner that would do the least good, it favors rural States with low per capita income, and so on.

Could you show me where this bill, where it says that?

Dr. JACKSON. It is loosely stated in terms of general aid.

I would like to amend that slightly, particularly after hearing more discussion of that this morning.

I am not opposed to more money for city school systems.

I guess if I had a choice, and I wish we did not have to choose between general aid or categorical aid or aid with more strings, similar to the other desegregation bills.

Again, I think we need some of both.

The problem in the city, at least that is my biggest concern, since I have been working with city agency here, is that the money goes where the problems are the greatest, and this sometimes does require a direction from a national level.

Unfortunately, many of the black people and poor people in cities do not yet have the power to influence the kinds of decisions to affect their schools.

Mr. PUCINSKI. What programs are you funding in education through Model Cities in Boston?

Dr. JACKSON. We have eight different programs. One is a higher education program.

Mr. PUCINSKI. What does that do?

Dr. JACKSON. This is an attempt to create a consortium among the existing colleges, to provide better access to a degree from one of those existing colleges, and it has been in operation for 2 years.

We have now got about 125 adults who have been enrolled and 40 of those are now in colleges.

We have been drafting a curriculum, we have gotten credit for in some of the colleges, so this is an attempt to deal at the higher education level, for people that have not had an opportunity to go to college.

We have an adult education program that the urban league has been operating for us, that is preparing people to take high school equivalents.

They are running additional courses. English is a second language. There is a very large Spanish population in the model neighborhood, and other courses that residents felt they would like more of.

We have a youth program that is operated by Youth Activities Commission, and they in turn are funding what we call youth centers, each of which has a different purpose.

We are not operating any elementary programs, but the responsibility for education is the responsibility of the Boston schools, but we would like to work with them.

Mr. PUCINSKI. If you take the position in Model Cities that the responsibility for running the schools is the responsibility of the Boston public school system, why do you suggest that H.R. 6179 ought to have more specific guidelines set up in Washington for the operation of these schools?

Dr. JACKSON. I guess I am looking to insure that some of the funds do in fact go to certain areas.

Mr. PUCINSKI. But you do not do that in your agency.

How much Model Cities money do you spend for education in this city?

Dr. JACKSON. Out of Model Cities money, $7,718,000, and only $1 million goes for educational purposes.

Mr. PUCINSKI. Only $1 million, but you are not teaching education?

Dr. JACKSON. We are not. When the original Model Cities in Boston was proposed for the city council, it did include a larger program, and this was not approved by the Boston School Committee or the city council, and our program was changed as a result of that.

Mr. PUCINSKI. But you are spending a million dollars for education, which is really not education, it is a lot of other things besides education, and you say you leave education to the Boston school system, but then you tell us H.R. 6179 ought to take a different course.

What you are saying is, don't do as I do, do as I say.

Dr. JACKSON. I am not sure that I said that at all. Let me try again. We do have several programs that have been working closely with the Boston schools, and are very productive, and they have been so in this last year.

Our approach was not to take over their function to operate the school, but to use our funds to educate the parents and the people that use the schools.

We have programs developed along with the school people, for parents to begin to understand the mechanics of the school system.

Mr. PUCINSKI. I do not quarrel with that. I think the decision was one you made, and sure, you had to make the decision, and you opted out for that course.

The only question I am asking is, Why do you now want H.R. 6179, a general Federal aid to education bill, to provide very specific guidelines which you and your agencies, to the tune of a million dollars, had chosen to avoid?

Dr. JACKSON. It is very difficult to answer it in the way you have posed the question.

I think, again, we need some of both. We do need some general aid, and we also need some specific programs to make sure that some of the funds do get channeled into areas when the educational system seems to be lacking.

I do think we need a plan that will provide for integrated education, as difficult as that may be.

I want you to be clear that the decision on how the Model Cities money was to be used was the decision made by residents in the model neighborhood, in terms of their priority, and finally by the city council, and HUD, so there were many steps along the way.

Mr. PUCINSKI. Perhaps a townhall approach to deciding on how education will serve the community is not the best approach.

The school superintendent testified today, for another $990,000 he could open up another model school, another magnet school, in this city.

Perhaps if the residents who made the decision to spend the million dollars on all of those frills that you talked about, which in my judgment have an extremely questionable value, perhaps if those residents had access to all of the facts, they might have opted out for a good model school in that community to teach their children how to read and communicate, instead of the million dollars you are spending on the programs.

I am not quite sure I understand their function.

Dr. JACKSON. I think I have to be clear that you understand that at the time the Model Cities program was proposed, it did include operation of the schools in that area, and this was not approved by the city council or the school department. That is why the money was then proposed.

Mrs. HICKS. The proposal was to take over the schools, and this was turned down by the council and the school committee, on the basis they were going to be handled in the public school system in the city of Boston, because their teachers were going to be operating the schools, and they felt it was the entire school system that should be taking care of that.

Mr. PUCINSKI. We were not talking about who was going to run the schools.

As I understood, the citizens advisory council decided to spend the money on the programs enumerated here, instead of turning that money over to the Boston school system to run another school; and the only question I raised is, you said in your statement, that you do not believe H.R. 6179 was the general aid bill, provide the specific guidelines, and I am really pointing our your objection is not consistent with your own agencies in this community.

Dr. JACKSON. As I read that bill, and again, I am hoping I am interpreting it correctly, the money was channeled primarily to the States rather than to the cities.

It seems to me some provision to guarantee some of it would go to the cities, it could certainly improve it.

Mr. PUCINSKI. The general aid bill 6179, of course, the State would be the conduit for distributing the money on an appropriate basis within the municipalities and to the school boards, within that State, as the way title money is now distributed.

Dr. JACKSON. I hope I did not give the impression I am discouraging additional funds for the cities and the city schools.

Mr. PUCINSKI. The question I have, Dr. Jackson, is that you think any Federal aid program, any general Federal aid program, ought to carry specific items from Washington.

I only am not too sure I agree with that. I have a lot of faith in local administrators. We just heard witnesses who are wrestling with a tough problem of trying to find some formula for integrating the school.

I do not view the local administrators with a look of suspicion as so many people in Washington do. All of their problem is money. We never give them enough money.

Dr. JACKSON. I must say the time I have been with the Model Cities program, we have worked extremely productively with the school department, and their problems are very difficult and hard, and I do want to commend them from trying as best they are able, and I would hope in some form, additional funds can be made available to the cities.

Mr. PUCINSKI. I must say this, I am somewhat more disappointed, I do not say this at you personally, that Model Cities in Boston has not been able to develop some techniques for improving, or some contribution toward this whole problem of integrating, our schools.

I have always looked at Model Cities as that agency that is created to be innovative on its own and to be creative, which will come up with some new ideas, and some meaningful programs, that perhaps conventional systems and conventional communities do not have access to, and in your testimony, I do not see any evidence that you have made any significant contribution.

Dr. JACKSON. I hope you will read that description of our partnership school idea.

Mr. PUCINSKI. What has it done for integration?

Dr. JACKSON. It is an integration scheme. It is not yet submitted. We helped prepare it along with the school department, so that we have in effect given it to them as a plan to do this.

I think our higher education program is a very unusual effort, and a consortium of the kind of colleges we have in this area, which you do not find in many parts of the country; in terms of our relations with the public schools, our programs are limited, and I think you have to recognize the context under which we began with the Boston schools.

We have moved far to develop a kind of dialog, and I think also in terms of judging our Model Cities program, education is a third priority.

Much more of our funds go toward health and housing than they do to education.

You cannot look at education separately. We have opened two family life centers, and we have worked out our relationship with hospitals.

Some of our housing programs are beginning slowly to get off the ground, so I think you have to look at the total model cities program, and all of its very gigantic goals, and the fact that the work has had to be undertaken in such a short time.

Mrs. HICKS. You speak about the housing pattern, the housing in model city neighborhoods.

I always feel the schools reflect the housing patterns. In the spirit of integration, in the construction of your homes there, have these been integrated?

Dr. JACKSON. There has been an attempt. In fact, we are noticing a trend of white families moving back into parts of Roxbury, and I think, particularly the Highland Park area, where there are a lot of older homes that are very suitable for rehabilitation, that we are finding some increase.

Our largest change in population is in the increase in Spanish-speaking people. The housing programs are somewhat limited, and we are not an urban renewal program as such.

Mrs. HICKS. Do you have funds?

Dr. JACKSON. I think in most of the housing, there has been an attempt to try to do something in terms of integration.

Mrs. HICKS. Just how far has his attempt been?

Dr. JACKSON. There is some little housing coming into existence in our 2 years. There is some difficulty for me to say. I could get the information.

Mrs. HICKS. I was thinking about schools in the neighborhood, where we are interested in having an integrated education, this is one way that model neighborhoods could help, in the respect, if they had housing that was integrated, this would be reflected in the neighborhood schools.

Dr. JACKSON. I agree. I think there have been attempts. I could check on this in more specifics.

Mrs. HICKS. Any specifics I have on it shows they are predominantly nonwhite, and this is keeping up the population of the schools as being nonwhite.

Dr. JACKSON. One of the difficulties there is the obligation on relocation, so that the kind of people that lived there before do have first option to remain in rehab housing, and that does tend to perpetuate the same kind of population, but I am sure we are concerned.

Mr. PUCINSKI. Thank you very much, Dr. Jackson.

I do hope that we will be able to see from the model cities program, not only in Boston, but around the country some workable programs and suggestions to deal with this problem.

You have had a lot of money. You are doing a lot of exciting things, and I just want you to know we are counting on your agencies to give us some outputs as a result of all of this research.

Dr. JACKSON. I will certainly try to follow up with some more detailed information for the committee on what we have been attempting to do, particularly in the area of education.

We have concentrated more on adults in this first beginning, in terms of particular services, but I think in terms of working with, and talking with, people in the Boston schools, we have done a lot of that.

Mr. PUCINSKI. Of course, there is a good possibility you will not have a chance to do all that, because, as you know, the administration has recommended we merge Model Cities with community programs, and community facilities programs, and various other programs, and I do not know what the outcome is going to be in Congress, but there is no question in my mind that, if you are merged, unless you have nine lives——

Dr. JACKSON. We are all very aware of that. The standing joke is to keep your résumé up to date, because you never know when you may need it.

We have submitted our third-year program, which is farther ahead than many, and that is to begin the first of August, but we have not heard yet from HUD the final approval.

The city council has approved our program. I am really pleased the committee came out to the various cities. We try, and we have people come to look at our program of any description to invite them where you are.

I was a little disappointed that your list of witnesses was not as broad in terms of the kind of people, and too bad that Mr. Martin has had to leave, because I think we have found, in terms of model cities, the Spanish-speaking population is one that must be heard.

They are so rapidly growing in terms of model cities, just in a couple of years, the population has changed so dramatically, that we were forced literally to attend to the needs that they have so much more.

Mr. PUCINSKI. We will be inviting Mr. Martin to Washington. He was not on my list.

Mrs. HICKS. He came in this morning and asked to testify.

Mr. PUCINSKI. You are absolutely right.

The second largest minority in this country has been somewhat neglected, and we are intensely interested in this community, and I am sure that we will be talking to Mr. Martin as to see what is the best way to get his testimony, but my judgment is he will probably be invited to come to Washington to spend some time there and tell us about his problems.

Mrs. HICKS. The Boston School Department, until title VII, I believe, is trying to obtain programs of a bilingual nature.

Dr. JACKSON. For next year $350,000 of Model Cities money will be specifically for the Spanish.

That is in addition to one of the other programs that we have, and one of our HEW grants will also be for Spanish-speaking people.

Mr. PUCINSKI. Thank you very much, Dr. Jackson.

STATEMENT OF JOSEPH L. IPPOLITO, OF THE BOSTON HIGH SCHOOL WORK-STUDY PROGRAM

Mr. PUCINSKI. We have Mr. Ippolito to hear from the work-study program, so why don't you move on with your statement.

Your statement was made a part of the record this morning, but if you wish to read it or summarize it at this time you may do so.

Mr. IPPOLITO. I would like to read it, Mr. Chairman.

The primary objective of the Boston High School (work-study program) is to reduce the incidence of dropouts among junior and senior high school students.

A typical student at Boston High School must meet some or all of the following selection criteria: a grade repeater, severely deficient in basic reading and computational skills, a previous history of truancy, a high absentee rate, poor or negative attitude toward school and authority, rejected by his peer group, a long history of failures, both academic and social, and so forth.

These students are referred to us by school administrators, social service agencies, and parent groups.

In addition, school staff visit other junior and senior high schools each spring to recruit this type student before he drops out.

It should be noted that a large number of present students had previously dropped out of school completely.

In an effort to change student attitudes and create a desire to achieve, we feel that we have attacked the problem at its source by providing a four period school day and a 4- or 5-hour workday in private industry. The shortened schoolday, with emphasis on communication and computational skills, a curriculum that is both current and relevant, a 15 to 1 pupil-teacher ratio, and individual instruction in critical areas has now made school meaningful and an objective attainable.

A remunerative part-time job with primarily prestige companies not only solves the immediate problem, a desire for money now, but provides career opportunities upon graduation.

In June 1970 Boston High School graduated 61 seniors. Excluding three girls who married and four boys drafted into the service, four students are currently enrolled in 4-year colleges, four in 1- and 2-year post-high school programs with each of the remaining number now holding full time jobs.

On June 16, 1971, we shall graduate 95 seniors. Seventeen have been accepted at Curry College, University of Massachusetts and Northeastern.

Each of the remaining 78 students will have a full-time job. As was the case last year, some will marry while others will go into the service.

It should be pointed out that, through the efforts of the school administrative staff, each of these 17 students attending college in September will do so free of charge.

This represents close to $40,000 in first year scholarship money.

During this current school year our student body averaged in excess of $3,000 in earned income for a school gross earning figure of $1.4 million. The students paid in excess of $40,000 in State taxes and $150,000 in Federal income taxes.

Our school year allocation from the Federal title I act for this period was $445,000. These students returned to the Government one-third of its initial investment in the form of taxes. We know of no other federally funded educational program that can make such a significant claim.

Of further interest to the taxpayers is the fact that no Boston High School student has ever been employed by a municipal, State, or Federal agency.

I am not "anti" any of these three areas, and sincerely hope that our graduates would aspire to careers in Government.

It is simply my belief that the Government is already making a significant contribution to our effort, and I feel that private industry has a real stake in public education.

They depend upon our schools for desirable and well-trained employees. Since they have many real jobs within their structure that must be filled, what better way for them to recruit reliable personnel than to train these young people while they are still in school?

Since private industry, unlike governmental agencies, is deeply concerned about net profit, you can be assured that each student is holding a real job and is not involved in a make-work situation.

The "something for nothing" philosophy is totally unacceptable to the staff, faculty and students of Boston High School.

I would like to thank the committee for giving me an opportunity to appear. This is a first for me. I am not unaccustomed to speaking before small groups, but I am delighted to have this opportunity, because I know that what is said here, I am sure, will be of value in terms of its merits and positive action will be taken.

I heard things mentioned today about integration, busing, quality education, career opportunities, community resources, curriculum relevancy, racial conflicts, work exposure for college-bound students, the physically handicapped, special education, teacher training; and, I would submit to this committee, I would be most happy to answer any questions in any of these areas, as it relates to our effort, because I firmly believe that the operation that we have at Boston High School, the work-study high school, is involved in one way or another in each one of these areas. I think quite realistically the most significant fact that I can point to as far as our situation is concerned, is that we are dealing with hard-core youngsters from all over the city, youngsters deemed unteachable, youngsters given up upon by former school situations and even parents. Now they are with us, achieving and learning and aspiring to higher education.

Mr. Pucinski. Thank you very much, Mr. Ippolito.

I am very grateful to you for the study and analysis that you have made in calling our attention to the feedback, or the input that these young people provide as a result of their work-study program experience, and you are absoutely right, the $445,000 that the Federal Government envisioned, title I programs, in these youngsters this investment will come back manifold, as you point out, in their first year of gainful employment, they have paid back to either the State or the Federal Government almost $200,000.

When you look at their lifespan, and you ponder the fact they could have been wards of the State, instead of productive citizens of the State, then you see what a tremendous investment we make in human resources, but more important, what a tremendous dividend we get gack, and I am grateful to you.

I do not recall that I have ever seen this sort of analysis before and I think this is kind of an argument that we like.

Mrs. Hicks. I just want to commend you for this program.

I know the school very well, and I know many of the young people who have attended it, some of whom I had almost given up hope on as being productive citizens, and I have seen with the curriculums and the type of teachers, and so forth, that we have at the school, the product has been so good, and they have become productive citizens, and I just wish it could be expanded, because I realize there are so many more young people that could take advantage of such a program.

Mr. Ippolito. Thank you for voting for us 5 years ago.

Mr. Pucinski. The one thing that I think that your testimony dramatizes, the discussion you have with Dr. Jackson, there are tendencies for people to judge programs somewhat suspiciously, and as I said to Dr. Jackson, as they have a million dollar program, that might have questionable value, but I am sure if we dug deeper into those programs, we would find a lot of redeeming features in them.

I have had people seriously challenge the work-study program, call it all sorts of names, attack it, criticize it, vote against it, and yet you get testimony like yours, Mr. Ippolito, and all of a sudden it becomes very crystal clear that this program is more than paying its weight, and I am sure if we look at most of the programs that we structure in Washington, you will find that while there is some percentage of perhaps activity that is not as productive as you want it to be, by and large, I think these programs do tend to find a very productive end, and these figures you have given us, I think are very, very encouraging.

This is only for the first year?

Mr. IPPOLITO. This is a 1-year figure.

We have been in operation for 5 years, and, of course, our program has grown from 38 to in excess of 500 for this year, and over 600 in September, so gross income in the amount of dollar return to the State and Federal Government is necessarily going to increase.

With the chairman's permission, I would like to react to one area.

I have been in attendance since 9 o'clock this morning, and I know the problem of balancing schools has been talked about a great deal.

Our students come from every area in the city. We run about 42-percent nonwhite. Last year we started two new programs, one for non-English speaking, and one for the bilingual.

It is an effort on our part to incorporate at least some of these youngsters along with the physically handicapped in our program, so that we may expose them to the work-study format and philosophy with a view toward combating the dropout problem in these two groups.

Earlier this year we had some student violence in the city, at which time each high school was asked to send representatives to Boston University to kind of thrash this thing out.

We sent six representatives from our school, and they went with prepared statements, listing the pros and cons with regard to Boston High School.

The cons concerned such things as my unwillingness to allow them to smoke in the classroom, the need for the alley out back to be paved, and other such things. But I think on the plus side, two things typify the spirit of the student body we have: One of the things they mentioned was that for the first time in their lives they had come in contact with sympathetic professional teachers, and the other was the fact they said they had never experienced any racial overtones in the school at anytime, and we have been in business for 5 years.

These are words from these youngsters, and these youngsters come from every single district in the city of Boston.

We did not strive for a percentage figure. We took youngsters on the basis of need. The more severe, the better chance we had of taking them.

Mrs. Hicks is aware of some of the extreme cases. It just so happens we end up somewhere around 41 or 42 percent nonwhite.

We have never taken in a youngster to try to effect a percentage balance.

We have always taken the youngster on the basis of need and in the process of doing this we come up with a 60–40 balance.

Mr. Pucinski. That is very good, very interesting, and I thank you very much.

STATEMENT OF DR. PRENTIS M. MOORE, PRESIDENT, UNIVERSITY WITHOUT WALLS, ROXBURY

Mr. Pucinski. Dr. Moore, you have been a very patient man, and I have read your statement, and you have done a good job of putting into perspective your thinking.

The second section deals with the nuts and bolts of trying to put together your program.

You are certainly correct in suggesting this concept. I presume you are well aware of the fact that the Ford Foundation has just funded the New York State Department of Education, and I believe it is Stanford University, some $1,800,000 to test this concept of university without walls.

Are you familiar with that?

Dr. Moore. Right, we are tied in with colleges and universities, which is located in Yellow Springs, Ohio.

Mr. Pucinski. Tell me, this budget that you have, your entire statement will go in the record, but what I would like to get is more on the actual mechanics of the proposal.

This budget of $178,000 you had, how many students would that cover?

Dr. Moore. That would allow us to accommodate approximately 200 students.

If I may have your permission, I have what is an updated version of where we are right now in the Univeristy Without Walls, because ours was first to officially get off the ground.

If I could read the statement, I would appreciate it.

The overwhelming preponderance of educational concepts and methodologies in operation today reflect the axioms of education of yesterday.

These concepts and methodologies, which are in common practice, accommodate very restricted interest groups, but they are not applicable to, nor can they satisfy the needs of the vast segment of our Nation's human resources.

Moreover, even for the privileged groups they do serve, education systems of today show little responsiveness to individual needs; failure is common (and accepted) and efficiency is low.

In urban cities, where crises are the rule rather than the exception, these observations are particularly true.

It is highly probable that the most central and overriding consideration in these urban crises is the factor of equality of opportunity rather than that of civil rights.

Although there is still much to be done in establishing the reality of the rights of all Americans as guaranteed by the Constitution the task of making equality of opportunity a reality has just begun.

Equality of opportunity cannot be legislated through the simplistic expedient of reducing admissions requirements in educational institutions or qualifications for career situations without regard for consequences that follow inevitably.

The need for successful progression after admission or employment is as vital as the admission or the employment—and successful progress for a vast segment of our urban residents is not a highly probable event under the irrelevant conditions that prevail in our usual academic institutions or the demanding situations of competitive employment, when admission requirements and qualifications are lowered without compensatory education and/or training.

One of the compelling reasons for the establishment of an urban institution, an institution dedicated to the urban community it serves, is the all-too-often dominance of traditional and archaic values in a new environment, in a new era, and for a new people.

One of the saddest commentaries on our unhappy world of today is the failure of unification of humanity with technology.

Even more disheartening is our inability to achieve this unification where we might have a right to expect it—in our education-training systems.

Surely, the mentors of our children should be the pioneers in merging concepts and disciplines that must be integrated and yet the system of narrow focus that permeates our great institutions seem self-perpetuating ad infinitum.

Education still has the common connotation of the vague; indeed, the impractical. Training still has the common connotation of low level skills, the vocational, and the implications are less than complimentary to the dignity and prestige of the individuals possessing the attributes that training makes possible.

Yet the need for a combination to his own best mix is incontestable.

The victims of this cruel and unrealistic separation of education and training are our students, the future human labor resources of our Nation who seek the status and dignity of society-acceptable certification coupled with cultural development.

The idea that manipulative dexterity complements rather than competes with abstraction is assumed in the relationship between a musical performer and a composer.

A good pianist can receive the same sense of community prestige and recognition as the composer whose compositions he plays.

Unfortuntely, this does not hold true for the analogous relationship between the mechanical engineer and the machinist.

The separation is so complete that the engineer in his student days is often loathe to learn the limitations of machines through hands-on experience and this because of the attitude conveyed by many educators.

The limitations of conventional institutions to cope with the urban problems extend beyond the barriers of arbitrary caste discrimination.

Although we invest a substantial combination of manpower effort and expense in military early warning detection systems, our total contribution toward the early warning detection of failure in our institutions, or of individual problems, is negligible.

Current measures of predictivity of success or failure are still crude, but the state of the art now allows for accountability systems that permit a system to improve with use through feedback of performance data correlated against prediction.

Modern management and data processing techniques used with discretion and integrity in a carefully designed systems plan should provide substantial progress in our early warning detection system for counseling and guidance of all our students, including those suffering under the complexities of urban disadvantage.

Thus, a successful guidance program in an urban institution will serve a broader population spectrum, the entire urban community and will furnish a basis for decisionmaking relative to many situations, such as the articulation of general, vocational, service, geriatric, adult, and continue education-training with higher educational programs.

Moreover, a successful guidance program, one in which individual performance matches predictivity, will provide a hope factor for motivation which will guarantee, minimally, successful continuing education-training for every conscientious person deserving it.

It should be emphasized that community participation is an urban institutional program is not only desirable, but essential. Sensitivity and common purpose are simple words to state, but highly complex and difficult to realize.

Cooperative efforts are not restricted to residents of the community alone.

In order to offer educational experiences representative of the true future environments for which students are in preparation, cordinated programs with industrial, business, government, and other organizations and agencies must be encouraged.

Education and/or training need not be confined to residence within the formal walls of an institution.

For many reasons, and under many circumstances, institutional space, expensive as it is, and limited in the population it must serve, should be utilized for those aspects of education-training that require its specialized resources.

It should be noted that education/training resources include a wide variety of media and methodologies.

In the decade of the 1970's, and in the decades to follow, increasing emphasis will be directed toward providing curriculums, programs, and methods tailored to each individual in a vast heterogenous population.

Despite the obvious knowledge that individuals differ in their learning rates, in their motivation, in their effective use of different sensory modes (for example, audio, visual, tactile, et cetera), and in a myriad of other factors including noncognitive and affective, the usual education/training system attempts to coerce the student to adapt to a rigid system, rather than to adapt the system to the student.

It is in the adaptation of the educational and training system to each student in the urban institution amidst the obstacles of the urban environment in a directed program toward defined objectives that the urban college claims its uniqueness and its identity.

It is in this framework that equality of opportunity is possible.

It is in the mobilization of systems technology in the quest of upgrading the dignity of man that the unification of technology and humanity can occur.

It is in this philosophical, conceptual, and implementable totality that the subcomponents of the system can take place whether these be motivation, counseling, curriculum, and course development, methods, community cooperation, facility development, or perhaps most important, attitude receptivity on the part of each participant in the system; the administrator, the teacher, the guidance officer, the student, the parent, the community, in fact every individual and group influencing or influenced by the process of education/training directly or indirectly, past, present, or future.

However, with the best of intent, and conceding the accomplishment of all of the above, there still remain other critical considerations.

The economic viability of the institution and the individual must be assured.

Increasing costs of institutional operation have skyrocketed tuition costs beyond the financial capabilities of the majority of this Nation's students.

There are solutions, but, once again, the usual ostrich attitudes and unimaginative approaches of most educational planners do not condone innovative programs.

The earn-as-you-learn plan is one such possibility to replace the current earn-rather-than-learn obstacle which deprives so many of an opportunity for continuing education.

One fallacious argument that is advanced by educators of yesterday is that only a privileged academically elite student population is entitled to post-high school financial support.

Their argument vanishes if we substitute continuing education, indeed, may be higher education, but then again it may not.

It could be education or training in breadth—horizontally rather than vertically.

For example, a new skill may replace or complement an old one. An electronic technologist may be trained in medical technology so that he can perform in the new technology of biomedical electronics without necessarily reaching more sophisticated conceptual levels.

Whatever form continuing education/training takes—higher, comparable, or lower (to recover or receive a skill not acquired previously) a student desiring it has every right to expect it if his peer receives it through arbitrary determination.

However, he must be advised of his probability of achieving his goals, and of alternatives possible if successful attainment does not appear likely.

This is the first step in equality of opportunity and sets the stage for success or early warning detection.

If an earn-as-you-learn scheme is not possible for the program desired, Government subsidy to the student, and/or loan with repayment according to ability on a future percentage basis is not too much to expect of a nation that commits greater financial burden to less worthy causes.

In fairness to the educational system which has been much criticized in this exposition, it should be noted that the sterile and isolated attitude of the educational institution is met by an equally isolated and limited atmosphere of the industrial organization which spends billions on education/training programs with low efficiency of productivity.

The two groups need each other—apparently they have not discovered this yet.

When they do, the synergistic benefits of both the education/training program and its financial promise for the institution, the organization, and the student may be realized.

When we think in terms of a viable educational system that appreciates the living laboratory of experience, we must include the multiplier factor that could take place if the student as he receives benefits from his predecessors transfer some of his newly acquired assets to the students who follow him.

Thus, each student contributes to the system as a teacher or teacher's aide upon successful mastery of selected subject areas.

The implications for the training of urban leaders and teachers should also be noted.

With the emergency of creditability and certification based upon task performance against stipulated behavioral objectives, but independent of the path or route to achieve successful performance, the barriers to more effective education/training at considerably lower costs will crumble.

Even with a climate conducive to an educational and financially viable education system, there will continue to be a painful road of agonizing failures, of inappropriately applied innovative educational methodologies, good machines with poor programs, good programs with poor machines, good programs and good machines applied prematurely to unindoctrinated administrators, students, workers, faculty, community.

We can learn, even from unanticipated obstacles through an educational management system which provides a continuous feedback of information as discussed previously.

While we anticipate new judgment errors until an acceptable degree of optimization is achieved, we do not expect a repetition of mistakes.

We have become increasingly aware of the need for providing the simplest mechanism capable of performing a task effectively.

Complexity breeds breakdown, and its use is justified only in the absence of alternatives.

If the simplest effective scheme in a particular educational system is a teacher and a text in a classroom, so be it.

But should it prove as effective to show a movie for a specific concept, then there should be little hesitation to take this course of action.

However, the decision remains with the human—initially the counselor or instructor—or, as the responsibility for learning is transferred from teacher to learner—eventually the student.

This is not only more ego satisfying, but provides the basis for individual study, which is so important for self-improvement and safeguard against obsolescence.

In discussing resources available to an institution, and, in fact, to a community, it is surprising how little effort is made to integrate with the education system the potential of libraries, museums, zoos, botanical gardens, aquariums, parks, playgrounds, recreational and cultural facilities such as concert and music halls, mass communication media including television, radio, the press, corporate exhibits for job motivation, career exposure, services, process education, and environmental relationships, social and government agencies, hospitals, in fact the entire spectrum of organizations serving society.

The integration of the community resources with education and training systems should not happen haphazardly for maximum benefit.

The planning of the articulation of these resources with curriculums poses the problems of generation of new program development including teacher training as a prerequisite, logistics of scheduling intrainstitutional and interinstitutional, and community resource development.

As we contemplate community resource development, the entire concept of related comprehensive community development is brought into issue.

PROPOSED SOLUTION

In the previous section, the problems and concepts necessitating an innovative urban college have been discussed in generalities.

Shaw University has great interest in Roxbury (Boston) as the location of the first of a series of urban colleges dedicated to implementing the principles outlined.

Roxbury, part of Boston, Mass., suffers from the pangs of poverty and injustice as do so many of our urban inner cities.

There are too few college-bound youths. The loss of talent to the community and to the Nation is incalculable.

Severe inadequacies and dislocations in planning and facilities threaten to perpetuate this situation indefinitely.

Equal opportunity is a myth, and widespread despair a very real fact.

Fortunately, however, there are courageous and motivated community persons who are determined to better raise their cause and that of the community.

Shaw University, in conjunction with representatives from Roxbury, developed the "university without walls" of Roxbury conceived in the conceptual framework as follows:

The city is the classroom. The university has no walls.

The urban environment offers its resources—the university accepts them.

Students earn as they learn.

Educational objectives emphasize: sound and sensititive judgments; thorough grounding in a career area; liberal arts as a tool to continuing education; upgrading level of awareness; and unifying humanities with the sciences and technologies.

Certification and degrees awarded for demonstrated performance and achievement irrespective of path of attainment.

The program structure will complement and supplement traditional educational practices which are of proven value with novel methods and imaginative utilization of facilities and resources available.

The curriculum will accent the acquisition of basic learning skills including: reading; writing; oral communication; and quantitative reasoning.

Modern methodologies will be utilized as appropriate. With the acquisition of fundamental skills, the student will participate in general education seminars, as for example: urban issues and problems; humanities and arts; and understanding science for survival.

The student will also be responsible for a concentration of studies in a selected field.

Typical are the following: urban sciences; business management; and apprenticeships in trades and crafts.

Books and syllabuses for home study, et cetera, programed instruction and other media will also be required.

A noteworthy departure from the usual academic institution will be the extensive and comprehensive utilization of community resources.

This is considered of sufficient importance to warrant some elaboration.

Resources can and do constitute a diverse possible spectrum. They may be classified in a multitude of systems, but the following should convey a representation of the scope contemplated: People.

The diverse talents of professional and nonprofessional people, young and old, from all walks of life, public and private, and having all levels of experience, will be called upon to:

Teach,
Counsel,
Donate,
Participate,
Assist,
Provide specialized service, and
Facilities-cultural, educational, and recreational.

Cities underutilize their facilities for the education and experience of their poorer people.

This is especially true of:

Theaters,
Concert and music halls,
Art galleries and exhibits,
Museums,
Libraries,
Commercial and special exhibits,
Aquariums,
Zoological parks,
Botanical gardens,
Sports and stadium facilities, and
Parks.

These facilities are available to residents, but they never become part of a planned program of education/training.

This lack of integration results in patchy enrichment at infrequent intervals.

Yet, the potential educational benefits may exceed more formal and traditional instruction.

This concept may be augmented to include the service agencies in a community.

The potential wealth of experience and inspiration that can be gained from a cooperative activity between an institution and the service agencies in its environment is virtually untapped.

Internships, externships, assistantships, and demonstrations all can contribute materially to the growth, development, and motivation of students and community residents.

Among the service agencies, inclusive but not preclusive, may be listed:

Health,
Welfare,
Correction,

Research,
Day care,
YMCA, YWCA, YMHA, YWHA, and
Environmental control.

Churches can be utilized more fully. They provide an enormous opportunity for gatherings that touch upon personal values in the affective and noncognitive domains. Labor and trade unions may also be approached to enable community residents to learn trades and skills that no institution can teach.

If we are to achieve freedom from the constraints of the formal institutional walls, support from the mass media must be enlisted.

Among the essential media are:

Television,
Radio,
Newspapers, and
Publishing houses.

Finally, business and industry must be approached. The Boston area is rich in its diversity of businesses:

Insurance companies (Prudential, John Hancock);
Banking institutions (Unity Bank—one of the Nation's fastest growing black banks, First National Bank);
Electronics industry (Raytheon, Itek);
Polaroid;
Computer systems;
Department stores (Filenes' and Jordan Marsh);
Chain supermarkets (Stop & Shop, First National); and
Famous Route 128 Industrial and Technological Complex, to name a very few.

Students could intern and extern, or choose cooperative educational programs to earn as they learn with the richness of opportunity available in the Boston region.

However, this involves breaking the chains of conservatism in education.

Worthwhile experiences of educational merit in a natural environment must be certified as equivalent to the sterile laboratory experiences now accepted in institutions.

Shaw University will credit them.

The problems confronting admissions to the University Without Walls of Roxbury will not be solved by edict.

However, there will be equal opportunity for the poor through lottery and other devices, followed by appropriate placement, so that failure will be a word of the past, buried in history.

In order to accomplish this, a monitoring system for early warning detection of difficulties will be instituted and all participants in the educational community will gradually learn that success is not an accident of birth but a right of every individual.

Equal opportunity plus appropriate monitoring for high success probability is a right, not a privilege.

This means that the financial schemes alluded to previously, must be realized practically.

Alternatives exist:
- Earn as you learn,
- Tuition subsidy,
- Deferred repayment, based upon earning capacity.

Subsidies and grants may be derived from:
- Industry and business,
- Foundations,
- Endowments,
- Public campaigns.

PLANNING COST

The following budget represents the cost for planning only. It is anticipated that this program will be self-sustaining once it is inaugurated. Its low-cost feature appears to insure this proposition.

The total cost of operation can be borne by student tuition and fees.

It should be noted that such costs will not be prohibitive to the student, since he will be gainfully employed during his entire tenure on this program.

Mr. Chairman, I have a list of the task force, the planning and development for the first year, the personnel program development, a proposed budget, and I would like to submit that for the record, rather than reading it.

Mr. PUCINSKI. So received.

(Reports follow:)

UNIVERSITY WITHOUT WALLS OF ROXBURY-BOSTON

Planning and development for first year

Administrative and service personnel:	
Project manager (full time at $20,000 per year)	$5,000
Associate manager (full time at $15,000 per year)	3,750
Administrative assistant (full time at $9,000 per year)	2,250
Stenographer (full time at $6,800 per year)	1,700
2 student administrative assistants (full time at $4,900 per year)	2,450
4 clerk-typists (full time at $4,900 per year)	4,900
Total, administrative and service personnel	20,050
Program development personnel:	
Specialist on materials, resources, and space (full time at $12,500 per year)	3,125
Specialist on cooperative work-study operation (full time at $12,500 per year)	3,125
Specialist on student service and adjustment (full time at $12,500 per year)	3,125
Specialist on curriculum and learning (full time at $12,500 per year)	3,125
Specialist in fiscal affairs (full time at $12,500 per year)	3,125
Specialist in student participation (full time at $12,500 per year)	3,125
Specialist in community relations and administration (full time at $12,500 per year)	3,125
Total, program development personnel	21,875
Total, all wages and salaries	41,925
Fringe benefits at 15 percent	6,289
Total, cost of personnel	48,214

UNIVERSITY WITHOUT WALLS OF ROXBURY-BOSTON—continued

Planning and development for first year—Continued

Consultants:	
For the 7 areas and other special problems (120 man-days at $100 per day)	$12,000
Student consultants (100 man-days at $15 per day)	1,500
Total, consultants	13,500
Services and supplies:	
Telephone	2,200
Postage and shipping	720
Reproduction and printing	7,500
Reports	2,800
Rental or purchase of office equipment (typewriter, etc.)	7,600
Supplies and materials	1,800
Rent of offices (4,050 square feet at $7.50 per square feet	7,594
Purchase of office furniture	4,680
Total, services and supplies	34,894
Other:	
Travel for staff:	
Fares (44 trips at $58 per trip)	2,552
Per diem (88 man-days at $20 per day)	1,760
Other (limousine, taxi, etc.)	528
Travel for 7 consultants	
Fares (56 trips at $85 per trip)	4,760
Per diem (168 man-days at $20 per day)	3,360
Other (limousine, taxi, etc.)	672
Travel for student consultants:	
Fares (16 trips at $58 per trip)	928
Per diem (64 man-days at $20 per day)	1,280
Other (limousine, taxi, etc.)	198
Conference on cooperative work-study	8,500
Conference on ghetto black education	8,500
Total, of other	33,038
Total, direct cost of project	129,646
Indirect costs (38 percent of direct costs)	49,265
Grand total	178,911

TASK FORCES

ROXBURY

Rev. Arnold Browne
Rev. William Cody
Rev. William Freeman
Rev. Gerald Howard
Rev. William McClain
Dr. Prentis Moore
Attorney Darrell Outlaw
Dr. Albert Thompson
Mr. Royal Tucker
Rev. Virgil Wood
Mr. Otto Snowden
Mr. Rollins Griffith
Mr. John Young
Dr. King Cheek

SHAW UNIVERSITY

Dr. Archie Hargraves, President
Mr. Charles Austin

Mr. PUCINSKI. Who determines the number of hours a student has to put in to get the credits for his degree?

Dr. MOORE. We have several ways of determining this.

As I said, we try to build the course of study around the student, depending where he is, depending on his needs.

We have a board of directors, and we try as much as possible to see what his goals are, to see what his basic skills are, and then we put him through different courses that he is interested in, as well as those that we feel are necessary in order to update him.

We have this four-pronged attack.

We ask the student, "What do you think you ought to know after you get your degree?"

If he feels he can get ready, and if he can document this information, and if our file that we have on him documents this, and it supports this, then he will be ready for his degree after completion of the courses.

Mr. PUCINSKI. Of course, this whole approach of using home study is a rather old approach.

We have had home study schools in this country for a long time, but it is rather interesting that the formal educational community is now accepting this. This could revolutionize the whole concept of higher education.

Dr. MOORE. I have been going all over the place talking about the University Without Walls, as being the first to revolutionize higher education, and we feel it has tremendous potential; and because we are the first in the Nation, to successfully put this into effect, a great deal of attention is focused on this, and I think we will have a direct impact on the established colleges and universities, which are the main reasons we have been shackled in the past.

Mr. PUCINSKI. Besides putting them out of business, what other effect would you have on them?

Dr. MOORE. I do not think it would put them out of business.

We could show them how to cut costs, and they are all facing financial crises at this time. We use churches, social centers, libraries, museums, open spaces, to conduct our classes. We do not want to purchase any real estate, and this cuts down on costs tremendously for us.

Mr. PUCINSKI. You said this is the first experiment in our country.

Japan, as you undoubtedly know, opted out to go your way, when Japan was faced with the same problem where we were 10 years ago.

It became quite apparent 10 years ago that we had facilities for 2½ million youngsters attending higher education in this country.

We estimated by 1970, 1971, we would have 7 million pounding on our doors, and Japan had a similar problem, perhaps in a different ratio, and now it is rather interesting the Japanese opted it out to go your way.

We opted out to build a lot of big buildings, laboratories, auditoriums, gymnasiums, what not, parking lots, with a huge brick and mortar program, but we never developed the kind of faculty you need to staff those huge buildings, and we have had violence and the turbulence we have seen in the universities.

It has only caused young people to realize very quickly that the faculty in those universities does not measure up to the beauty of the buildings themselves.

The Japanese went the other way. The Japanese developed a strong college-without-walls concept, a strong home-study concept; and as I look at some of their progress and designs in industry, and in the various other fields, I cannot detect any significant difference in the net results, between the two educational systems.

This is why you will find a great deal of excitement on my part in what you are doing.

I think that you are on the right track.

Dr. Moore. We have worked on this project for the past 3 years, and we have given many of our hours, and we have gone throughout the country trying to find support for the program, but surprisingly, we have not received the financial support that many other programs have.

Mr. Pucinski. It is because academia still runs HEW and USOE.

Now, if the day ever comes, you know, when people like you and I get a foot in the door over there, maybe we can change a few things around.

Dr. Moore. I would hope so.

Mr. Pucinski. But right now, you know, you just listened to a very distinguished panel of vocational educators.

You listened to their testimony. It was very impressive testimony, but they are treated as second-class citizens in the academic community, just as people look down upon you, even though almost every major nation in the world is now going your route.

I addressed a meeting here recently in which there were represented some 16 countries, all of whom are looking at your concepts, not only looking at it, but using it, and yet you will find people who look upon you as some sort of academic "weirdo," that does not know quite what he is talking about.

Dr. Moore. That is right, but we are going to stick with the concept, and we are determined to receive adequate funds for it.

We have been operating on a budget of $500 a week with these 57 students we have. We can continue until the end of this month.

Mr. Pucinski. Who is funding you?

Dr. Moore. Right now, our initial grant came from the Office of Education, but that was $460,000. This has to be divided between 17 colleges and universities.

Mr. Pucinski. How much did you get?

Dr. Moore. $460,000, as an initial grant.

Now, Ford Foundation was supposed to give us some money, but when the money comes in, it is divided up between the institutions that go to make up the union, so if it has to be divided up 17 different ways, we really get the crumbs, and we have not been able to get the separate funding that is necessary to carry out the program the way that we know it can be done.

Mr. Pucinski. You do not qualify under the existing aid programs to universities?

Dr. Moore. We are trying. Not under this program.

Now, our campus in Raleigh is receiving aid, but not for this particular program.

It has been extremely difficult to find the proper authorities to fund this, because it is a new program.

We submitted our original proposal to the Federal Government in November of 1969.

Mr. Pucinski. Have you ever talked to Mrs. Green about your program?

Dr. Moore. No, I have not.

Mr. Pucinski. Mrs. Green now has a higher education bill before her committee.

We are now working on it. We are making up a bill. It seems to me, either the next time you are in Washington, you ought to drop in on her, or drop her a note.

I will tell her to be expecting to get a note from you. It seems to me there should be something in the higher education program that would provide, if nothing else, some seed money to give programs like this at least a start.

Dr. Moore. I would like to see us establish a Federation of Urban Colleges, designed specifically to deal with the urban problems, and to get students that can deal effectively with the problems of urban society.

We can demonstrate here, and then the model can be transferred.

Mr. Pucinski. In my statement earlier I said that we are going to change our skills some five to nine times in a working lifetime.

It is true, and I believe it is true, then it seems to me your concept stakes on a whole new dimension of credibility and credence, because obviously a man has to provide for his faculty, and he cannot take time off to restructure his abilities, when he has been eased out of one job due to technology.

It seems to me if there is a program available to all those engineers laid off in the aerospace industry, and if they could have been preparing themselves for a whole field of ecology, and environmental occupations and specialities, they could have moved from one specialty to another, without losing any time, whereas now we just passed a public service job bill, which we hope the President is going to sign, to try to give these fellows something to hang onto, while they are being retrained for another career.

It does seem to me that your whole concept takes on all kinds of validity.

Dr. Moore. That is right. It has so many possibilities. We can go in so many different directions. We are flexible. We are not chained to one particular system, or one particular program.

Mr. Pucinski. Are you in Mrs. Hicks' district?

Dr. Moore. Yes; we are.

Mrs. Hicks. Yes; so that we could get this testimony on the record.

Dr. Moore. Could I tell you one thing more that we are trying to do?

We would like to set up a program at Wallpole State Prison for inmates, and we now are working with the Commissioner of Public Corrections, to admit probably a number of inmates, and to take our faculty out there so we will do that, if we can get support that is needed for this program.

Mrs. Hicks. I just followed your recommendation, Mr. Chairman, and advised Dr. Moore to contact Congresswoman Edith Green, because I know she is very interested in programs, such as yours, and possibly they could be incorporated into the bill, something of this type for funding.

Dr. Moore. I will write her the first thing.

Mr. Pucinski. Mrs. Hicks will probably get you an invitation from Mrs. Green for you to come down to Washington, and you can brief her on your program, and then perhaps we can take a look to see if there is any change of getting some amendment through to at least provide some sort of seed money.

I think this is the wave of the future, and we ought to have something in a bill that would at least give people like you a chance to either prove or disprove it, but there is no question in my mind, as you look at the next 10 and 20 years of educational needs, I think you are going to find that just as other countries are looking at this program, and using it, all you have to do is just point to Japan, the enormous success they have had with this program in Japan, and I think this is perhaps one of the greatest endorsements you can get.

Dr. MOORE. May I express my deep gratitude for the invitation and for the opportunity to discuss this program with you.

Mr. PUCINSKI. I am glad you are here.

I am glad to see that Roxbury has such a good program going. You say you have 57 students. I imagine there is a substantially larger potential.

Dr. MOORE. Yes; in fact, we could, without any effort at all, recruit around 500 students that would be willing to go into this program, but we can only take 25 more right now.

We will move slowly, and each year we will probably add a hundred more.

We spend as much time getting to know the students, getting them to feel at home with us.

Mr. PUCINSKI. This budget you have here for the $178,000, what is that for, your existing program, or is this for a program you could handle with 200 students, if you had this kind of money?

Dr. MOORE. That would be for 200 students.

Mr. PUCINSKI. For a year?

Dr. MOORE. Right, but we have so constructed ourselves that we get by with what we have, but we could do much more with the funds.

We did not wait until we got the $179,000. We began before that.

We started with what we had hoping that we could demonstrate to people that this program did work, and then the funds would come forth.

Mr. PUCINSKI. You know, when you consider the results of your getting going, and you consider the cost per student, this is substantially below what we are talking about now in the higher education bill, and the student loan programs, and when you consider the interest on those loans that we have to pay, this is something I think the committee ought to be looking at.

Dr. JACKSON. I might say we have been trying to work ways, to coordinate ways we have been doing in terms of our own higher education program, which is dealing with some of the existing colleges, in terms of the number of people, programs like this.

Mr. PUCINSKI. Then why don't you give him that $179 thousand?

Dr. MOORE. I wish they would.

Dr. JACKSON. We are trying to see if we can join in ways, since we are serving similar populations.

Just in comments of building, I think the partnership school idea is a way to use existing cultural resources in Boston, of which we have many, which has great implications for school buildings, and it seems the idea of the open campus, at the high school level of the Boston schools, we are talking about, our idea for younger children begins to get us out of the building business, or at least the way it has been, and if we can change some of the museums, and places like the Elmer Lewis School of Fine Arts, I think that to not only change education, but it has greater implications for us of existing buildings in different ways that will be profitable for all of us.

Dr. **Moore.** I have a church that has 33 classrooms, and I guess about five offices, and this is enough for any university, and there are many other churches around, similarly constructed, and there are other office buildings available, so we can use these.

Mr. **Pucinski.** We have heard two excellent ideas today. We have heard one of the gentlemen talking about leasing school buildings for vocational education.

Now we hear another idea about leasing churches, to run a college without walls, which make equally a lot of sense.

Mrs. Hicks, I want to thank you and your staff and your associates for arranging today's hearings.

I think the hearings have been extremely productive. I think that we have gained a great deal of insight into the problems in our school system here, and I am pleased that we were able to be here.

I want to thank you for this opportunity to invite us here.

Mrs. **Hicks.** I thank you, Mr. Chairman, for coming with the subcommittee to Boston.

Mr. **Pucinski.** I think we will be able to get together and have a good live discussion on some of the aspects of this bill.

Is there anything else anybody wishes to ask?

We will then stand adjourned subject to recall of the Chair.

(Whereupon, the hearing was recessed at 5:45 o'clock p.m., subject to recall of the chairman.)

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